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GUIDE

TO THE



SAN FRANCISCO BAY AREA

REGIONAL PLAN

ASSOCIATION OF BAY AREA GOVERNMENTS  ABAG

THE REGIONAL PLAN 1980

The Regional Plan is the product of many years of work by elected officials and citizens of the Bay Area.

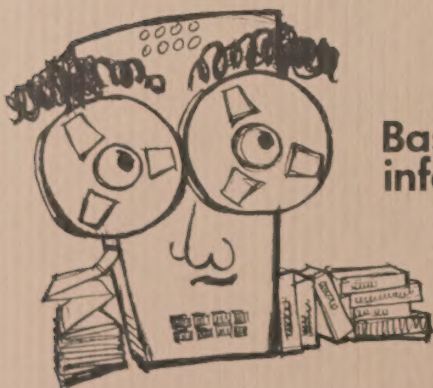
In 1961, local governments founded the Association of Bay Area Governments to plan for the physical, social and economic well-being of the nine-county Bay Area. In 1966, ABAG prepared the Preliminary Regional Plan, and after extensive review, that document was approved as the Regional Plan 1970:1990.

In 1978, ABAG updated its Plan, bringing together policies from subsequently adopted plan elements and other ABAG actions. The revised document comprised a compendium of all regional policy, explaining how these policies are applied in different parts of the region.

The 1980 version updates the Environmental Quality chapter and adds a new section, Part III, describing services that ABAG offers to local governments.

This guide is prepared as a preface to the Plan. It is intended to explain the organization of the document and to show how it can be used to achieve different regional objectives.

Six purposes of the updated regional plan



Basic information

A simple but basic function of a plan is to impart information about problems, opportunities, and likely consequences of particular actions.

- Each Objectives and Policies Chapter (Housing, Economic Development, etc.) opens with an up-to-date analysis of regional problems in that subject area.
- The Subregional Planning Areas sections record important conditions and issues in different parts of the region.
- The Impact Assessment procedures in Part IV provide a means of identifying possible impacts resulting from different types of actions.



Assistance to local member governments

ABAG's primary function is to help its member governments through direct consultation, reference to other sources of help, and research on possible funding sources.

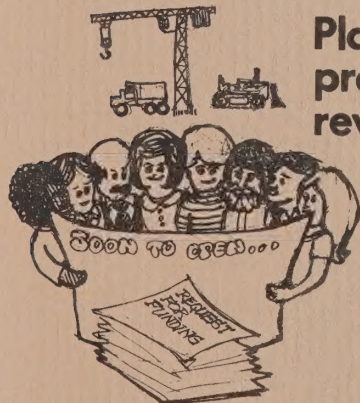
- The Issues and Opportunities statements introducing the Objectives and Policies chapters help local governments define planning problems; the References sections indicate additional sources of information.
- Specific Service actions are listed in the Policies chapters.
- The Plan itself gives local officials a quick reference to areas and issues where ABAG has performed work.
- Part III. Local Government Services describes data and analytic services available from ABAG.



Guidance on legislation

ABAG frequently comments or testifies on pending legislation or helps sponsor new legislation affecting the Bay Area.

- The Regional Goals, and the Objectives and Policies Chapters, summarize adopted regional positions on planning issues in the Bay Area.
- Advocacy actions in the Policies chapters contain specific guidelines for legislative advocacy and propose reforms that ABAG considers necessary in the political environment in the Bay Area.



Plan and project review

ABAG implements regional policies through its reviews and recommendations regarding major plans and projects.

- The sections on Regional Strategies and Subregional Planning Areas help identify key issues in the area where a development is proposed.
- Opening statements of the Objectives and Policies chapters explore these issues in more detail and indicate what other regional concerns may be involved.
- Plan and Project Review Procedures in Part IV give guidance on how ABAG will review a project.

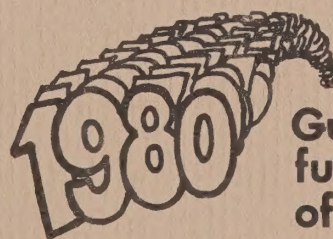
- Impact Assessment Procedures in Part IV help identify specific impacts of different types of actions.



Inter-agency coordination

Implementation of regional policies depends on cooperation among many different levels of government.

- Regional Goals, though adopted by ABAG, could be considered for adoption by other agencies as well. They can also be used as references by ABAG's representatives serving on other policy boards.
- Recommendations to Responsible Agencies, in Objectives and Policies chapters, give specific guidance on how to implement regional programs.
- The many coordinating procedures employed by ABAG are described in Part IV.



Guidance for future direction of ABAG

In order to respond to new conditions, the planning process must be subject to change; ABAG needs a way to manage its changing role in the years ahead.

- Recommendations for future ABAG actions are contained in the Issues and Opportunities statements and in Implementing Actions in the Policies chapters.
- The Plan format itself reveals where ABAG policy is deficient and points to a possible agenda for future work.

ORGANIZATION OF THE PLAN

I-The region

II-The Plan

III-Services

IV- Procedures

II

THE REGIONAL PLANNING PROGRAM includes Goals, Objectives and Policies, Regional Strategies and Subregional Planning.

Regional Goals--long term general statements of regional needs. The goals cover all aspects of ABAG's planning concerns.

Objectives and Policies--all regional policy organized in seven chapters, each built around a specific need. These needs are:

Housing	Recreation
Economic Development	Transportation
Environmental Quality	Health
Safety	

Regional Strategies--collections of implementing actions from the individual Objectives and Policies chapters; unified packages of actions designed to realize multiple plan objectives.

Subregional Planning--highlighting key regional issues in each of fourteen "Subregional Planning Areas." Existing Regional Position statements show how ABAG has applied regional policies in the various subregions--in plan and project review recommendations and corridor and other subregional studies.

I

THE REGION--an introduction to the San Francisco Bay region and to the planning problems most effectively addressed at the

regional level; information on the physical and social environment, the region's economy and its decision making institutions.



REGIONAL PLAN

Each chapter has this format:

- A statement of Regional Issues and Opportunities.
- References--sources of more detailed information.
- Objectives--short-term regional goals capable of being measured.
- Policies--specific courses of action to be taken to realize objectives.
- Implementing Actions:

SERVICES that ABAG will provide, on request, to local governments.

ADVOCACY of State and Federal administrative and legislative reforms.

REVIEW and comment on consistency of development proposals with regional policies.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES, THE PRIVATE SECTOR--actions by local, regional, state and federal agencies, community and special interest groups to achieve regional objectives.

III

LOCAL GOVERNMENT SERVICES--data, state-of-the-art methods of improving information required to make local planning, development and fiscal decisions; a clearinghouse for methods and projects to improve the management and delivery of city and county services.

IV

REGIONAL PLANNING PROCEDURES--sets of rules that govern how ABAG prepares, assesses, approves and amends its planning policies and implements the Plan on a day-to-day basis.

The Regional Plan document has been designed to be used in a three-ring binder for easy replacement of those sections in which policy positions are changed during each annual amendment cycle. Amendments enacted during fiscal year 1980-81 will be available in July 1981.

About the Association

The Association of Bay Area Governments (ABAG) is one of nearly 700 regional planning agencies across the nation working to help solve problems in areas such as environmental quality, housing, transportation and economic development.

ABAG is owned and operated by the cities and counties of the San Francisco Bay Area. It was established by them in 1961 to protect local control, plan for the future, and promote cooperation on areawide issues.

In ABAG's region there are 93 cities and the nine counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma. Over five million people live in this 7,000 square mile area. Another one million are expected by the year 2000.

Through its role as an association of cities and counties, ABAG has been designated by the state and federal governments as the official comprehensive planning agency for the Bay Area. Its locally adopted Regional Plan provides a policy guide for planning the region's housing, economic development, environmental quality, transportation, recreation, health and safety.

One of ABAG's vital functions is to provide a forum to resolve local differences through workable compromises. Its active public information and public participation program encourages citizen involvement in planning and policy decisions. The association also sponsors workshops and conferences where local officials, business, industry, special interest groups and private citizens can discuss programs, regulations and legislation affecting their communities.

Other major functions include:

Regional Planning

helping to maintain and improve the quality of life in the Bay Area by forecasting needs, monitoring change, and preparing

regionwide plans to accommodate and shape growth for the benefit of all.

Areawide Clearinghouse Review

reviewing local applications for federal funds to assure that proposed projects fit into state, regional and local plans. This prevents one community's plans from becoming another's problems, and helps avoid costly duplication. Currently, ABAG reviews about 1,300 applications a year, totalling almost \$2 billion.

Local Technical Assistance

- o providing information on state and federal programs and assisting with grant applications, to help local communities improve services.
- o maintaining regional information files, maps and reports, including projections on population, jobs, housing, land use and other socio-economic data, to guide local planners and decision-makers.
- o offering computerized services such as BASIS, which holds geographical and development data about every parcel of land in the Bay Area.
- o sponsoring DIAMETRICS, a subsidiary, non-profit corporation that researches and develops management programs, techniques and services both public and private sectors. A major service is the award-winning CRIS system, which helps local governments predict the public costs and benefits of new projects.

The General Assembly is the overall governing body of the organization. It meets at least twice a year to adopt the budget and overall work program, review major actions taken by the Executive Board, and adopt regional policies and plans. Each member city and county sends one representative to this body.

ABAG's operations are directed by an Executive Board composed of up to 38 elected officials from member cities and counties. The Board meets monthly to discuss and resolve regional concerns, making operating decisions, control expenditures, and recommend major policies to the General Assembly.

The Regional Planning Committee oversees the agency's planning programs and makes recommendations to the Executive Board. It is composed of local elected officials and representatives of business, labor community organizations and other regional agencies.

REGIONAL PLANNING COMMITTEE

Supervisor Joseph P. Bort, Chairman
Alameda County
Councilmember Margaret H. Kovar, Vice
Chairman, City of Walnut Creek
Supervisor Larry Asera
Solano County
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Marin County, Bay Area Planning
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Bessie Watkins
Bay Conservation and Development
Commission
Mayor Ilene Weinreb
City of Hayward

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Ralph Bolin, Vice President, ABAG
Supervisor Rod Diridon, Immediate Past
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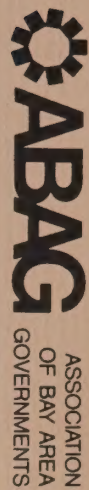
Past policy actions recorded in the Regional Plan--1980 were financed in part by planning grants from the following Federal agencies:

Department of Agriculture (Forest Service)
Department of Commerce
Department of Defense
Department of Health, Education and Welfare
Department of Housing and Urban Development
Department of Interior (USGS)
Department of Transportation
Environmental Protection Agency
National Science Foundation

Copies of the Regional Plan--1980 are available from:

Association of Bay Area Governments
Hotel Claremont
Berkeley, California 94705
(415) 841-9730

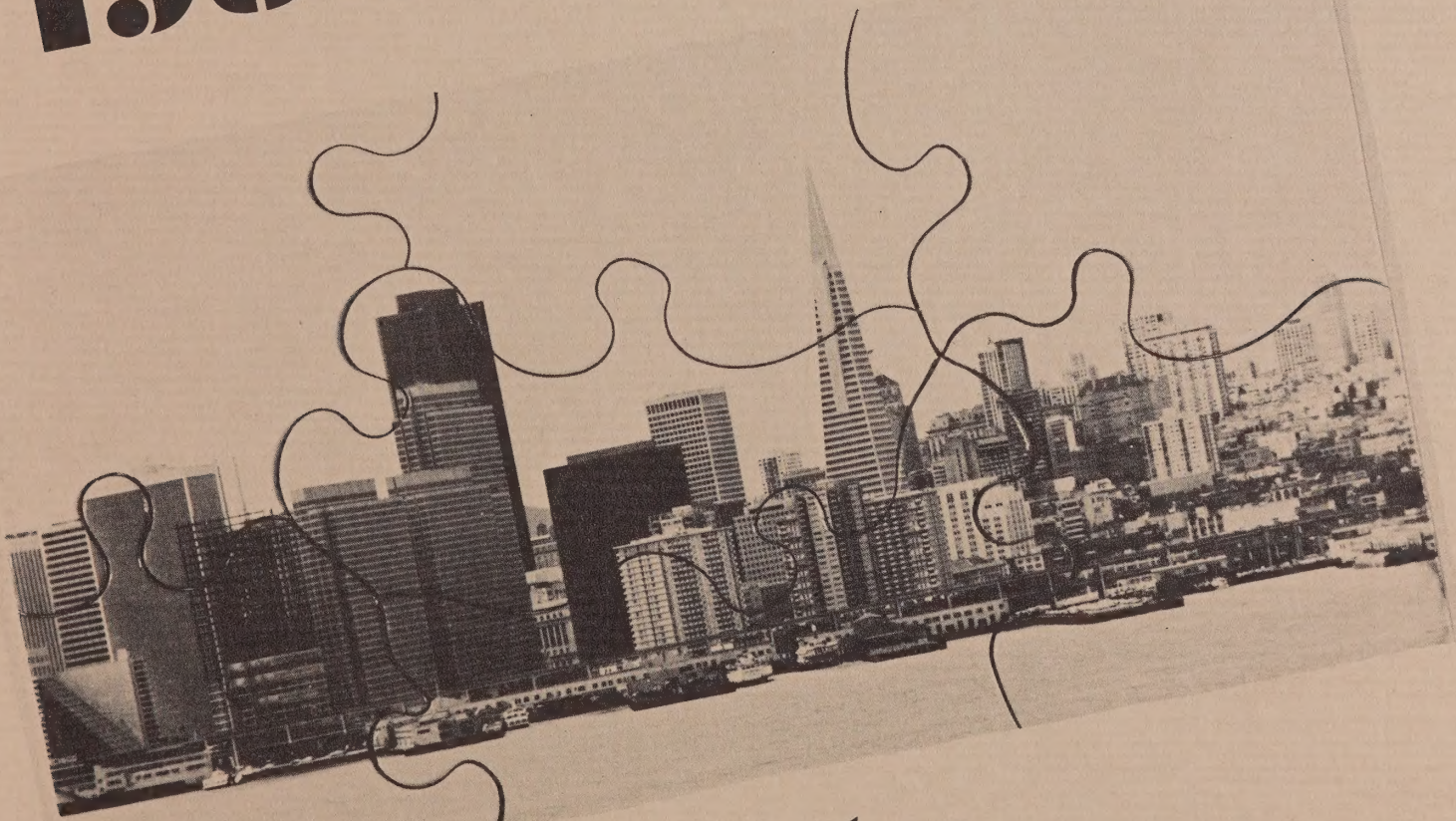
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REGIONAL PLAN 1980



San Francisco Bay Area

The preparation of this document was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended; through a grant from the U.S. Department of Transportation, Urban Mass Transit Administration, under the Urban Mass Transportation Act of 1954, as amended; and through grants from the Federal Highway Administration and the California State Department of Transportation.

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- Environmental Protection Agency
- National Science Foundation

ASSOCIATION OF BAY AREA GOVERNMENTS

July 1980

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Santa Clara County
Vice President: Ralph Bolin
Napa
Immediate Past President: Supervisor Rod Diridon
Santa Clara County

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INTRODUCTION TO THE REGIONAL PLAN

This is the Regional Plan for the San Francisco Bay Area. It has been put together by elected representatives of local governments to guide the economic, social and environmental future of the region.

When first approved in 1970, the Regional Plan was the major comprehensive statement on future development in the Bay Area. Since that time, numerous amendments have been added, expanding the scope of regional issues. In 1978, the Plan was restructured to reference all of the material since 1970 into one document.

This 1980 edition incorporates new policies approved since 1978. Policies and actions of the Environmental Management Plan--for air and water quality, water supply, solid waste management, integrated environmental planning and affirmative action have been added to the Environmental Quality chapter. In addition, all seven policy chapters now contain actions approved by the General Assembly in November 1979, to improve consistency among the environmental control measures of the EMP and other Regional Plan objectives.

Scheduled for consideration, approval and inclusion in the next edition of the Plan are new policies for economic development, flood plain management, energy conservation and airports.

A new feature of the 1978 Plan's format was a chapter called Regional Strategies. It complements the preceding chapters, in which policies and actions were classified according to seven single objectives--housing, economic development, environmental quality, etc. The Regional

Strategies chapter contains packages of actions that respond to several objectives. The sets of actions in this chapter are from the 1970 Regional Plan. Thus, we find strategies for Urban Development (called the "City-centered Concept" in the 1970 Plan), New Communities, Open Space, and Human Resources Development. An Equal Opportunity Strategy was approved in May 1978. These strategies comprised a comprehensive statement on future development in the Bay Area for the 1970s, and they will be the principal focus of ABAG's plan update activities as we move into the next decade.

A second innovation in the Regional Plan 1978 was the inclusion of Subregional Planning statements. Local conditions, regional issues and applications of regional policies in recent Executive Board decisions were described for fourteen subregional planning areas. This edition of the Plan contains an entirely new statement for the Santa Clara Valley Subregional Planning Area, reflecting the findings and appropriate policy recommendations of the ABAG-MTC Santa Clara Valley Corridor Evaluation, completed in 1979. Other subarea statements have been revised where conditions, issues and regional positions have changed in the past two years.

Redesigning the Regional Plan as a directory of regional and subregional policies, strategies and planning procedures was one part of an agencywide change of emphasis toward improving services to member governments. In the Plan, regional and subregional policies are presented in a way that enables local decision makers and developers to anticipate the Executive Board's

position on projects coming before it for review.

Another change was establishing a capability to give direct services to local governments--primarily data and analytic assistance in planning for future development of their communities in ways that take advantage of regional opportunities and help implement regional

objectives.

Part III--Local Government Services has been added to the Regional Plan 1980 to describe these services.

With the addition of those descriptions the Plan document becomes a complete guide to ABAG's regional planning and member assistance programs.

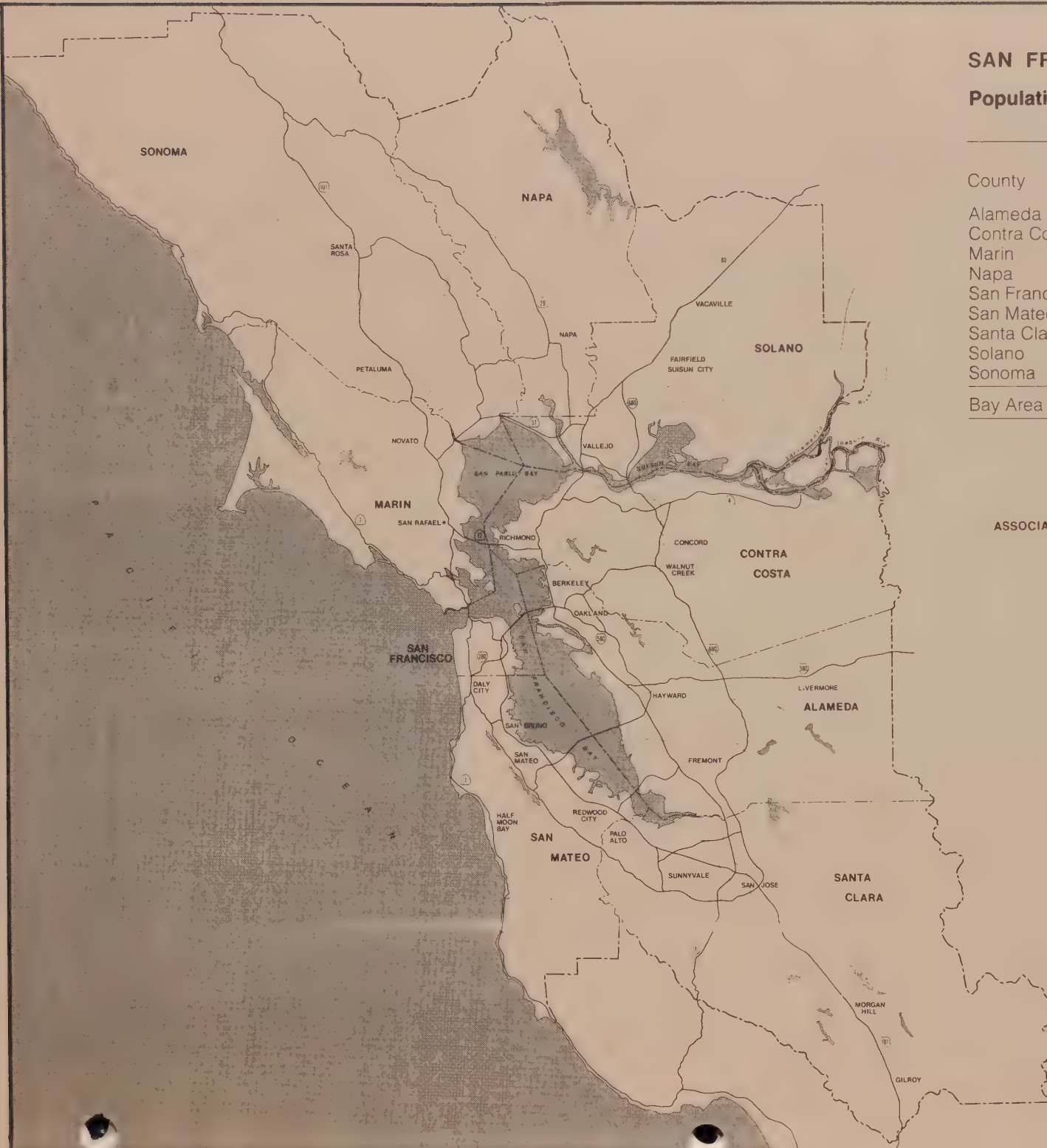
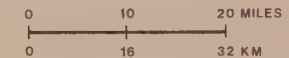
PART I
THE REGION

SAN FRANCISCO BAY REGION

Population: 1972 and 1978 (thousands)

County	Population		Change 1972-1978
	1972	1978	
Alameda	1090.4	1101.9	11.5
Contra Costa	568.5	613.4	44.9
Marin	211.6	222.9	11.3
Napa	82.4	94.0	11.6
San Francisco	701.3	658.7	-42.6
San Mateo	561.2	586.2	25.0
Santa Clara	1104.5	1227.5	123.0
Solano	180.2	208.3	28.1
Sonoma	219.3	271.6	52.3
Bay Area	4719.4	4984.5	265.1

ASSOCIATION OF BAY AREA GOVERNMENTS, 1978



THE REGION

Until well into this century, the San Francisco Bay Area and the rest of California was a promising frontier. People came to the Bay Area because it represented unparalleled opportunity. They came because of its natural beauty. Today, the Bay Area is maturing as an urban region. Population changes, rapid development, and other social and economic forces have resulted in widening differences among Bay Area communities. For many people--though certainly not all--the region remains a great place to live.

THE REGION'S PEOPLE

In the 1940s our population increased by 55 percent--its largest increase in any 10-year period since 1900. From 1960 to 1970, Alameda, Contra Costa, Marin and Santa Clara Counties grew rapidly--faster than Los Angeles County--although San Francisco's population declined by 3.3 percent. Today, with approximately 5 million people, the Bay Area is the fifth largest metropolitan area in the nation. More people live in this region than do in each of 36 states.

Ethnic minorities are concentrated in a few communities. The highest percentages of racial and ethnic minorities live in the larger, older cities. Hispanic (or Spanish surname) people are the largest minority in the region, with 12.7% of the population. Nearly 8% of the region is Black and 4.4% is Asian-American. American Indian and other minorities comprise 1.3% of the population.

Population trends indicate that by the year 2000--20 years from now--the Bay Area will have another one

million residents, with many more older people, fewer children, smaller families and more 1- and 2-person households. Since 1970 the largest increases in population, housing and jobs have been in Santa Clara and Sonoma Counties.

The number of households in the region has grown at a faster rate than the population over the past two decades. This has resulted in a decline in average household size--from 2.9 persons to 2.65 persons per household in the five year period from 1970 to 1975 alone.

HOUSING

ABAG's most recent estimate of housing needs indicates that 440,000 additional units will be needed by 1985--an annual average of 44,000. More than 180,000 of the region's 1.6 million housing units are either substandard or overcrowded, or both.

The conditions contributing to housing need are not uniform in every part of the Bay Area. The older, more centrally located and densely developed localities tend to have many more renters and more physically substandard dwelling units. As new job growth has outstripped residential construction in certain of the newer suburban areas of the region, and driven housing costs up dramatically, the proportion of overcrowded and overpaying households is steadily increasing in these communities.

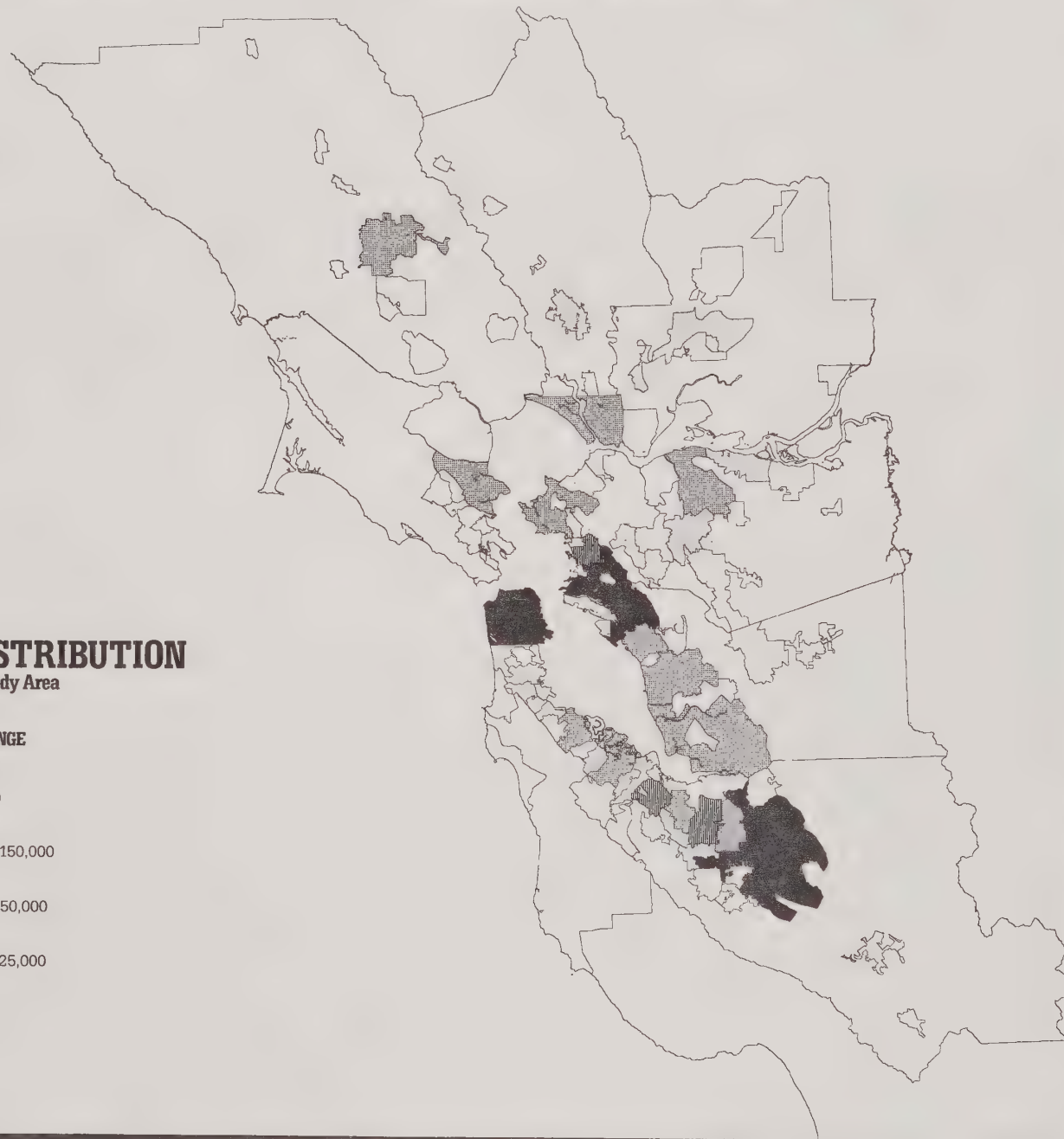
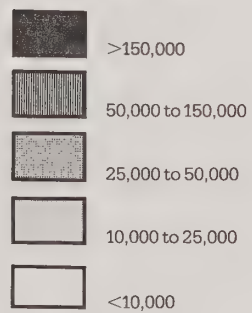
THE ECONOMY

The findings of the Bay Area Profile* on the region's economy include:

EMPLOYMENT DISTRIBUTION

By Subregional Study Area

EMPLOYMENT RANGE



- o The Bay Area has a growing and highly diverse economic base, with particular strength in economic sectors that are emerging nationally.

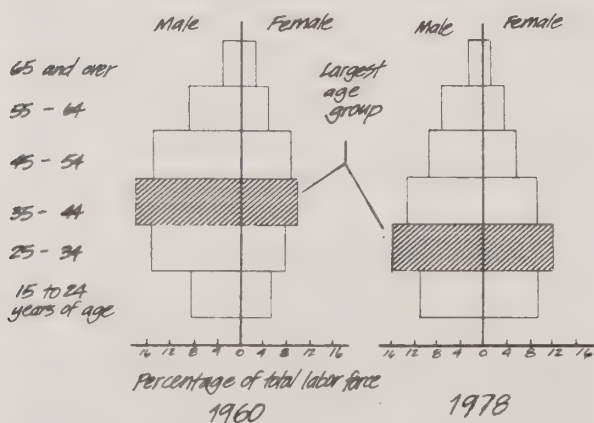
- o Generally, the Bay Area economy has shifted from goods-producing to service-oriented activities to a greater degree than has occurred nationwide.

- o Of the important sectors of the region's economic base, the most rapidly growing are:

High-Technology Manufacturing
Office Sector
Tourism
Food Processing
Long-Distance Transportation
Government

- o The Bay Area labor force is growing faster than its population, due to the "baby boom" population of the 1950s entering the high work-participation years and the rapidly increasing participation of women in the labor force.

Bay Area Labor Force Composition by Age and Sex: 1960 and 1978



Sources: U.S. Department of Commerce, Bureau of the Census, *Census of Population 1960*, Volume 1, Part 6, (Washington, 1963).
California Employment Development Department, *Annual Planning Information*, (Sacramento, 1979)

- o White collar occupations are growing in importance, with 62

percent of Bay Area workers classified as white-collar in 1978, compared with 53% in 1960.

- o The productivity of Bay Area manufacturing is high, relative to California and the U.S.

- o Structural unemployment--where those needing jobs do not have skills matching employers' requirements--remains a major problem, while some jobs go unfilled. Both high-technology and the office sector are requiring increasing numbers of skilled workers. While unemployment has ranged from 6 to 9% for the total labor force over the past several years, unemployment rates among minorities and youth tend to be higher--sometimes as much as 10 to 25% or more.

- o In broad terms, the supply of industrial land is adequate. However, some industries (particularly those requiring locations with special requirements) may still have difficulty finding appropriate sites in the Bay Area, as may those with difficulty meeting air and water quality regulations.

- o Proposition 13 and the Gann initiative have increased uncertainty about local governments' ability to provide public services needed to support development.

- o There is growing job-housing imbalance, as a majority of the region's housing is being built at lower densities and locations farther from work-sites.

*Prepared jointly by ABAG and the Bay Area Council.

TRANSPORTATION

Bay Area residents find it easy to get around compared to other urban areas. They have 544 miles of freeways--roughly 10% of the State's total, thousands of miles of other streets, roads and highways, and reasonably good public transit--certainly better than in most parts of the State. The region has an estimated 3,100 transit vehicles--BART, cars, streetcars and buses--serving about 250 million riders a year.

Between 1960 and 1970, use of the automobile to and from work increased. There were approximately 1.8 million employed residents in 1970. Of this total 69% drove their cars to work, and another 9% were auto passengers. About 10% of the employed residents used transit, and the rest took taxis, other forms of transportation or walked. Between 1960 and 1970--in every county of the region--more people were finding work in counties outside the one they lived in.

Analysis of the 1980 Census data will give an indication of the effects of economic forces in the past decade, as well as of environmental control measures and energy shortages, on the use of the automobile by the region's work force.

THE NATURAL ENVIRONMENT

Air and Water Quality, Waste Management

Much progress has been made in cleaning up our environment. The waters of the Bay are much cleaner than they were years ago. Many Bay Area jurisdictions recently have begun work on major new wastewater

treatment facilities, as have many industries. We have an adequate supply of safe water. Even during the drought of 1976-77--the worst on record--we still managed to supply essential amounts of water with no compromise on safety. We still collect and dispose of solid waste without major public health problems. And air quality in the Bay Area has been gradually improving in the last few years.

But serious problems remain. The Bay is not yet clean; we will need more water; and we are running out of convenient places to bury solid waste. Our most serious environmental problem, though, is air quality. The air is unhealthy too often in too many places, and the sources of pollutants are widespread, expensive and difficult to control. If present trends continue, the air will continue to get cleaner until 1985. But then it will begin to deteriorate.

Physical Resources

The San Francisco Bay region has unique and varied environmental resources. These special areas include open space, park and wilderness lands, historic places and lands for food and food production, timber, sand and gravel, and geothermal energy resources. Of equal importance are the scenic opportunities afforded in the region, including the broad views of mountains, ridgelines, hilltops and urban landscapes surrounding San Francisco Bay. The San Francisco Bay region's heritage is reflected in its many cultural resources--historic, architectural and archaeological. These resources contribute to an aesthetically diversified environment. They provide educational and scientific opportunities, are an important part of tourism, and make the region an

attractive work place. They also contribute to the unique character of the region.

Energy

Historical energy supplies for the Bay Area have consisted of electricity, natural gas and petroleum products. Electricity is generated within the region; natural gas is procured from outside. Petroleum products enter the region both as crude oil, which is shipped to refineries, and as refined products.

As in the rest of the country, constraints on the petroleum supply have caused the focus of energy planning to shift to conservation of existing supplies and the development of energy from alternative, renewable resources.

Environmental Constraints

Few Bay Area jurisdictions are entirely free of land areas with characteristics that make them vulnerable to environmental hazards such as earthquakes, flooding, landslides and settlement. The presence of these constraints has affected construction costs, influenced development patterns, and limited housing opportunity and choice in some communities.

GOVERNMENTAL COMPLEXITY

The San Francisco Bay Area is one of the most governmentally complex of any of the nation's metropolitan areas. Its 5 million residents live in 9 counties, ranging in size from Santa Clara's 1.3 million to Napa's 93,400. An estimated 85% of the region's population live in the Bay Area's 93 cities, ranging in size from San Francisco's 647,400 to

Colma's 450. Forty-seven of the 93 cities have less than 25,000 residents. Together, those cities have less than 10% of the region's total population, and about the same share of the region's population living in cities.

The region's cities and counties do not provide all local governmental services. Like the rest of California, the Bay Area has a large number of special districts. The region has 196 of the State's 1,264 school districts. More than 400 special districts in the region are concerned with a broad variety of functions ranging from neighborhood street lighting to large scale redevelopment to transit. Roughly one quarter of the Bay Area's more than 800 special districts have environmental management responsibilities.

In urban centers, cities provide most municipal services--police and fire protection, construction and maintenance of streets, sewers, parks and recreation facilities; building inspection; and many other services and regulatory functions. But not all cities provide the same mix and level of services. What are basic or fundamental "city" services has never been determined. Counties provide many municipal services through special service areas. Independent special districts may provide still other municipal services.

In addition to local agencies, there are a score of agencies with sub-regional (portions of 2 or more counties) and regional jurisdictions in the Bay Area. Some of these are service delivery agencies, others are planning agencies, and others perform regulatory functions. Some have combined functions. In addition to ABAG, these agencies include:

Bay Area Air Quality Management
District

The California Coastal Commission
East Bay Municipal Utility District
East Bay Regional Park District
Emergency Medical Services Regions
Health Systems Agencies
Midpeninsula Open Space District
Metropolitan Transportation
Commission
North Marin County Water District
Regional Water Quality Control Board
San Francisco Bay Conservation and
Development Commission
Dublin-San Ramon Services District
Yolo-Solano Air Pollution Control
District

DECISIONS FOR THE '80s

Population has continued to grow in large measure because the Bay Area continues to increase its employment opportunities. Early a major transportation, trade and financial center of the West, the Bay Area has more recently grown in aerospace and electronics industries due to the large number of highly skilled residents and significant government investments.

Changes in the composition and distribution of population affect local decisions. Local governments have little influence over changes in age groups and family size. They can, however, make decisions about new development so that areas that are growing rapidly can provide the jobs, public services and types of housing that match the age and household characteristics of people moving in. Local governments can also make decisions to alter existing development so that it meets the needs of a resident population whose composition is changing.

Local decision makers must also take into account the amount and location of developable land. The nine counties surrounding San Francisco Bay cover nearly 7,000 square miles. The 1976 survey of local development

policies shows that about 260 square miles of land in the Bay Area have been identified by local agencies as potentially developable within the next decade. This compares with about 1,300 square miles now urbanized.

These developable lands are areas where local governments are committed to provide services for development and for which there are no environmental constraints because of local or regional policies concerning critical areas, critical resources or environmental hazards. About 27% of this land is in Contra Costa County; 23% in Sonoma; 14% in Santa Clara, and 12% in Solano.

Governmental policies and market forces reinforce present trends indicating that much of the population increase and new development in the next decade will be in the south bay and Contra Costa County. The survey also shows that some areas have very little land available for new development--Napa County and San Francisco, in particular.

Local government has traditionally relied upon urban growth and economic development to increase revenues to provide governmental services. The costs of government have risen markedly in recent years, but revenues have not kept pace. Before the passage of Propositions 13 and 4, this was especially true in older areas that could no longer rely on growth for new revenues. With the enactment of these tax limitation measures all parts of the region are increasingly concerned about the costs of public programs and the ability of local governments to provide adequate services based on significantly reduced resources.

In the coming decade, the Bay Area's local governments must adjust to the realities of a constrained energy supply, rapidly rising housing costs,

limitations on developable land, reduced public resources and a shift from a manufacturing economy to one based on office work and service industries.

Transportation--mostly moving people to and from work and carrying products--is the largest consumer of energy in the State, accounting for about 44% of energy demand. About 60% of all oil consumed in the State goes for transportation, and almost

two-thirds of California's transportation energy is used on the highway.

Decisions on development patterns and mass transit that cut down the number of automobile trips to work will not only conserve energy but promote rehabilitating the existing housing stock, revitalizing older urban areas, increasing the housing supply in rapidly growing suburban employment centers, and help attain air quality objectives.

PART II
THE REGIONAL PLANNING PROGRAM

THE REGIONAL PLANNING PROGRAM

The materials included in this part of the Regional Plan contain the goals, policies, objectives, implementing actions, and regional strategies that have been approved by local governments for guiding development in the Bay Area.

As amendments are proposed for the Regional Plan, a broad assessment is conducted of their environmental, economic, social, and institutional/financial effects. Potential conflicts are identified between regional objectives, and amendments are made to the existing or new policies and actions so that all objectives can be satisfied to the maximum extent possible. Inevitably, at times, one objective is promoted at the expense of another. It is important that such conflicts are identified so that their weighing is both conscious and visible.

Obviously, where adverse impacts from carrying out policies and actions are identified, mitigation measures are the first response and are incorporated. Mitigation would be

accomplished primarily by local governments and special districts at the project level, or in the private sector. Proposed amendments to appropriate chapters of the Regional Plan are written in the form of actions that ABAG can take in its three major functions--of technical assistance and service to member governments; advocacy; and plan and project review--to facilitate, support, and encourage the desired public and private sector actions. All ABAG actions are subject to constraints on existing resources and many depend on new sources of funding. ABAG staff is pursuing funds--as they become available--to support these activities.

The Regional Plan, then, is a document to be read and applied as a whole. Specific objectives, policies, and actions are to be undertaken in coordination with the balance of the plan, so that all objectives of the Regional Plan are fully considered in ABAG's activities. All chapters of the Regional Plan have equal status.

REGIONAL GOALS

REGIONAL GOALS

Regional goals give overall, long-range guidance to planning for the Bay Area. The following statements combine and reaffirm the goals approved as part of the Regional Plan 1970:1990, and a three-year goals statement approved in 1974.

1. REGIONAL AND SUBREGIONAL GROWTH CONSISTENT WITH THE CITY-CENTERED CONCEPT OF REGIONAL DEVELOPMENT.
2. A PERMANENT REGIONAL OPEN SPACE SYSTEM THAT MAKES POSSIBLE THE RANGE OF ACTIVITIES ESSENTIAL TO THE CITY-CENTERED CONCEPT OF REGIONAL DEVELOPMENT.
3. AN ENHANCED SENSE OF REGIONAL IDENTITY, RESPONSIBILITY AND COOPERATION AMONG CITIZENS, ORGANIZATIONS AND GOVERNMENTS IN THE BAY AREA.
4. PROTECTION AND ENHANCEMENT OF SAN FRANCISCO BAY AND THE MAJOR PHYSICAL FEATURES AND ENVIRONMENTAL QUALITIES OF THE REGION.
5. RETURN OF THE ENTIRE BAY AREA TO A STATE OF ECOLOGICAL WELL-BEING.
6. MAXIMUM EMPLOYMENT OPPORTUNITIES IN THE REGION.
7. OPPORTUNITY FOR ALL PERSONS IN THE BAY AREA TO OBTAIN ADEQUATE SHELTER, CONVENIENT TO OTHER ACTIVITIES AND FACILITIES, IN NEIGHBORHOODS THAT ARE SATISFYING TO THEM.
8. PROTECTION FROM NATURAL AND MAN-MADE HAZARDS AND DISASTERS.
9. COMPREHENSIVE HEALTH SERVICES EQUALLY AVAILABLE, ACCEPTABLE AND ACCESSIBLE TO ALL BAY AREA RESIDENTS.
10. ACTIVE AND LEISURE TIME OPPORTUNITIES FOR ALL THE BAY AREA RESIDENTS.
11. A PHYSICAL ENVIRONMENT PLEASING TO THE SENSES.
12. A TRANSPORTATION SYSTEM THAT IS INTEGRATED WITH THE CITY-CENTERED CONCEPT OF REGIONAL DEVELOPMENT.

OBJECTIVES, POLICIES AND ACTIONS

OBJECTIVES, POLICIES AND ACTIONS

INTRODUCTION

Regional policies approved and revised by ABAG's member governments since 1970 are organized under seven sets of objectives for:

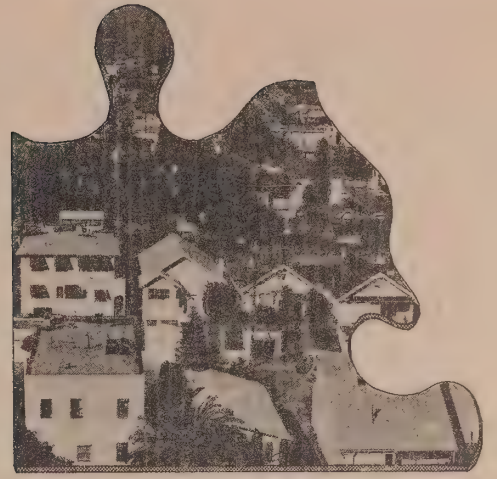
- o Housing
- o Economic Development
- o Environmental Quality
- o Safety
- o Recreation
- o Transportation
- o Health

Each of the Objectives and Policies chapters opens with an introductory statement of Regional Problems and Opportunities and concludes with a list of references from which the objectives, policies and implementing actions were drawn. These references can be consulted when additional detail is desired.

Each of the first five chapters contains policy material developed in separate elements of ABAG's regional planning program. Transportation objectives and policies are from the Regional Transportation Plan, prepared and adopted by the Metropolitan Transportation Commission. Pursuant to a memorandum of understanding among MTC, the California Department of Transportation and ABAG, signed in 1973, the RTP is an integral part of ABAG's Regional Plan.

The Health Chapter consists only of a statement of Regional Problems and Opportunities. The 1978 update of the Regional Plan contained objectives and policies selected from the Areawide Health Facilities and Services Plan, adopted by the Bay Area Comprehensive Health Planning Council in January 1973. The BACHPC has been superseded by Health Systems Agencies responsible for preparing health planning policies for four subareas of the region (Alameda-Contra Costa Counties; San Francisco-San Mateo-Marín Counties; Sonoma-Napa-Solano Counties; and Santa Clara County). Regional health planning policies, derived from the four Health Systems Agencies plans, can be added to this chapter should resources necessary for this work become available.

Implementing actions to be carried out by ABAG are grouped according to ABAG's major implementing functions: SERVICE to member governments; ADVOCACY and PLAN AND PROJECT REVIEW. A fourth category: OTHER, encompasses such activities as research, coordination, monitoring, continuing planning and amendment. Those actions that are advisory to local governments or to regional, state and federal agencies with primary authority appear as: RECOMMENDATIONS TO RESPONSIBLE AGENCIES, with the appropriate agencies identified.



HOUSING

HOUSING

Regional Problems and Opportunities

Key housing issues in the San Francisco Bay Area are:

- I - the large and growing number of the region's households that cannot afford adequate shelter;
- II - the inequities and discrimination in the housing market;
- III - the impact of growth control efforts on the existing housing stock and on new development patterns; and
- IV - the adequacy of available resources to meet the region's housing needs.

Issue I

Housing Need and Household Income

ABAG's Estimates of Housing Needs, 1970* identified three criteria as the basis for assessing the adequacy of the region's housing supply to meet the needs of the population. First, to what extent are people living in physically substandard housing? Second, to what extent are they living in overcrowded housing? Third, to what extent are they paying more than they can afford for housing?

That study estimated that more than one-fourth of the region's households were poorly housed: 457,000 dwellings were inadequate or unsuitable to the needs of their occupants. Most of these were rental units and almost half of the region's renters were paying more than 25% of their income for rent.

These conditions, leading to housing need, are not uniform in every part of the San Francisco Bay Area. The older, more centrally located and densely developed localities* tend to have many more renters, more overcrowded and overpaying households, more physically substandard housing. In short, a larger proportion of their residents have inadequate housing than in the newer, outlying areas of the region.

Some parts of the region show consistently high rates of inadequate housing for both renters and owners while in other areas homeowners are substantially better housed than the region-wide average, but renters are not. This is but one illustration of the need for solutions to the region's housing problems that are sensitive to and can be adjusted to the special set of conditions that exist in individual communities. Each local government must set its own objectives and priorities, and design the right tools for the job that needs to be done. During the last year, ABAG has expanded its technical assistance to local communities and is now better able to assist them in addressing their housing needs.

There is a gap between renters and homeowners in their housing options. In many communities, more than half of those renting housing had annual incomes below the regional median of \$10,000, but only in very few areas was the median income for homeowners that low. For the region as a whole, the median income for homeowners was almost twice that for households who rent: \$12,900 compared with \$7,150.

*Technical and summary reports were published in October 1973.

Issue II

Discrimination in the Housing Market

Minority Group Impaction

Many, but not all, of the region's lower-income renters in inadequate housing are persons of racial or ethnic minority groups. The region's two principal minority groups--Blacks and Hispanics--are found to be concentrated in very different patterns throughout the region's localities. For example, the percentage of Blacks in any locality's population is rarely higher than that of the total region, which is about 8%. However, in those few communities where it is higher, it is likely to be substantially higher than for the region as a whole. Hispanics, by contrast, tend to be much more widely dispersed throughout the region and much less concentrated.

Other minority groups include Asians (Japanese, Chinese, Koreans), American Indians and Pacific Islanders, such as Hawaiians, Filipinos and Samoans. Members of these groups tend to live in somewhat smaller concentrations than do Blacks, yet are not as widely dispersed as are Spanish-Americans.

It is important to point out that, despite the different patterns of residential concentration and dispersion of the region's minority groups, localities with substantial housing problems are generally also those that house large proportions of racial and ethnic minorities. Those who must cope with discrimination in the many sectors of their lives are further burdened by housing that may physically substandard, cost more than they can afford, or be too small for their needs.

Issue III

Growth Control Effects

Many communities are now seeking to establish much stronger planning approaches and legal mechanisms to guide, limit and even stop the growth of the urban areas. From the point of view of each individual community, such efforts may appear not only justifiable but laudable. From a regional perspective, however, the aggregate of many separate local effects to limit or stop growth have negative consequences particularly in the absence of strong actions to conserve and produce the housing needed by low- and moderate-income families. The potential exclusionary impact on low-income persons, both minority and White, is obvious. Most of the localities that are devising growth controls now include relatively few minority group members or low-income households among their residents. By slowing down or stopping new growth without additional governmental actions for housing, opportunities for mobility could be sharply curtailed and those who now are most limited in seeking adequate housing would likely be the first to be excluded.

Growth controls which limit growth of supply combined with a continued and growing demand for housing place additional pressures on the existing housing stock both for owners and renters. This situation may prompt many residential property owners to make substantial investments in housing conservation, but the normal aging and wearing process would be aggravated by over-utilization. As vacancy rates drop, and people lose the opportunity to move to housing that better suits their needs, overcrowding will increase in some existing areas. Any housing, and

certainly that which is over-utilized, requires constant maintenance and occasional repairs in order to continue to serve as adequate shelter. Standard housing may deteriorate rapidly unless strong and aggressive programs are instituted to provide the necessary incentives for preserving the existing stock.

Issue IV

Inadequate Public Resources and Commitment

Recent estimates by local governments indicate there are 442,500 households in the Bay Area needing some form of public assistance to obtain adequate housing and still keep their housing costs within a reasonable portion of their income.* Only 68,000 households are currently receiving assistance through a variety of government subsidy programs.** If the current trends continue (and this assumes no increase in the relative severity of housing cost problems) the total number of households expected to require assistance may reach 535,000 by 1985. To accommodate that need, the Bay Area would have to get enough new resources to assist an average of 62,000 additional households each year between now and 1985.

Clearly, it is highly improbable that a target of 62,000 additional subsidies each year could be achieved without a substantial reordering of national priorities. Nor is it necessarily desirable that more than one fourth of the region's households be dependent on public subsidies in order to obtain adequate shelter. These figures reflect the magnitude

of present and potential housing assistance needs in the Bay Area. Other remedies--such as improved employment opportunities and lowered housing price increases--will have to play a substantial role when combined with public subsidies in order to fill housing assistance needs.

The Bay Area is presently suffering from a severe housing shortage. The median sales price of a housing unit in the Bay Area is about \$110,000. This, combined with a vacancy rate of less than 3 percent in rental housing in most jurisdictions, makes housing difficult for most people to obtain, whatever their income level.

*1978-79 Housing Assistance Plans, San Francisco Bay Area Cities and Counties.

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HOUSING

OBJECTIVE 1: TO INCREASE THE HOUSING SUPPLY IN ACCORD WITH THE REGION'S NEEDS

POLICIES

1.1 Jobs/Housing Balance

New residential development should be located in or near areas that offer employment opportunities and should be discouraged elsewhere.

1.2 In-fill

New residential development should be encouraged in areas where public services and facilities are adequate to support added population and/or where sufficient improvements are already committed. It should be discouraged elsewhere.

1.3 Density

In order to conserve fiscal and natural resources, local general plans and zoning ordinances should be revised to provide for increased residential densities, where applicable and practical.

1.4 Design

New housing should be developed with good design and construction quality and provisions for energy efficiency, and should provide for the preservation of community values and a safe and healthy environment.

1.5 Vacancy

New housing construction activity should be sufficient to produce vacancy rates that provide for adequate mobility and choice, minimize over-crowding for all income levels and keep down the rate of housing price inflation.

1.6 Environmental Safety

In order to protect housing investment and public safety and to keep down housing costs, new residential development should be discouraged in areas containing environmental hazards, unless adequate mitigation action is taken.

1.7 Redevelopment

Selective public and private rebuilding of existing urban areas should increase the housing supply in areas with good access to employment, services and facilities. Redevelopment projects should minimize displacement and provide for relocation housing and assistance for those displaced, if needed.

1.8 Public Incentives

All levels of government should provide incentives to stimulate private housing development, consistent with local and regional policies, needs and goals.

1.9 Review Process

The review of development proposals by all levels of government should facilitate residential construction, except where inconsistent with local and regional policies.

1.10 Mixed Development

New housing should be located close to commercial services and employment opportunities, in order to promote easy access; major commercial and

industrial developments should be encouraged in conjunction with the development of new housing.

1.11 Security

The design of new housing and neighborhoods should help to decrease burglary, vandalism and other property related crime.

1.12 Economic Development

New technology and innovative financing/development tools should be linked to public responsibility for manpower, economic development and community development efforts, in order to make housing and homeownership affordable to lower and middle income people.

1.13 Growth Management

Growth management plans and programs should be consistent with general plans and housing elements and should specify strategies and actions to be initiated to meet local and regional housing needs.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will advise and assist member governments in a joint effort to revise the procedures and fees required in development reviews, to reduce the time and costs involved.
2. ABAG will issue periodic reports, conduct conferences and workshops, and seek other vehicles to disseminate useful information to stimulate housing development consistent with the region's needs.
3. ABAG will give technical

assistance on request to member governments in developing and implementing local housing elements consistent with regional policies.

4. ABAG will advise and assist member governments in devising and adopting financial and legal mechanisms that would increase the flow of public and private money into housing development.
5. ABAG will advise and assist developers, non-profit sponsors and others in efforts to produce housing in accord with regional policies.
6. ABAG will assist State and local planning efforts in the design and implementation of zoning and other land use regulations that encourage the development of new housing for all economic segments near employment opportunities.
7. ABAG will assist prospective developers to identify buildable sites for new residential or mixed use developments in areas that are consistent with local and regional policies.
8. ABAG will serve as a resource for information on affirmative land use measures, tax provisions, and other types of ordinances and regulations that could help stimulate increase of the region's housing supply.

ABAG will, on request:

9. Assist local governments and special districts in identifying housing supply impacts of proposed municipal wastewater treatment, erosion control, septic tank and water supply projects.

10. Assist local governments in identifying and developing community planning programs to address impacts of compliance with on-site disposal regulations in unsewered areas on location, timing, density and amount of new development, where such impacts might occur.

ADVOCACY

1. ABAG will support applications for Federal and/or State assistance from communities which have housing plans and/or programs that are consistent with regional policies.
2. ABAG will support a Statewide Housing Plan and program which expresses a clear commitment by the State to support and assist local and regional efforts to meet housing needs.
3. ABAG will urge the State to adopt and implement housing element guidelines that allow for local variations in fiscal capacities and market constraints.
4. ABAG will support State guidelines for local housing elements which encourage local governments to provide for conservation and expansion of the housing supply in accord with local and regional policies, the availability of programs and financing.
5. ABAG will explore and recommend tax reforms that would stimulate housing production in accord with approved local and regional housing policies.
6. ABAG will support and assist efforts to achieve greater consistency among the housing

planning requirements imposed on local governments by Federal and State agencies.

ABAG will advocate:

7. Improved integration among State and Federal financial assistance and regulatory programs for environmental quality, housing, economic development, transportation.
8. Improved coordination among Federal, State, local and areawide plans to allocate housing resources to meet the needs of all income groups.
9. State and Federal funds to assist local governments in housing planning.

REVIEW

1. In its plan and project review function, ABAG will comment on housing plans, projects and applications that do not contain explicit strategies and actions designed to increase the housing supply consistent with regional housing policies.
2. In reviewing applications for Federal assistance, ABAG will comment on whether the applicant has adopted a housing element which contains firm and realistic commitment to increase the housing supply consistent with regional housing policies.
3. In its plan and project review function, ABAG will comment on whether plans, projects and applications would assure a balance of housing types to meet the needs of all income groups.

ABAG will, subject to available staff resources:

4. In reviewing plans, projects and applications for construction, operation and maintenance of facilities for air and water quality control, solid waste management, wastewater reclamation or water supply, comment on actions that would cause a decrease in housing opportunities for lower income people, or an imbalance of housing and job opportunities.
5. In reviewing plans, projects and applications for new or expanded wastewater treatment facilities, comment on the potential effects of resulting development on affected neighborhoods and rural areas.

OTHER

1. As resources permit, collect and analyze information on housing activity throughout the Bay Area to assist ABAG, its member governments and private interests in efforts to expand the region's housing supply.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

Local Governments

1. The development review process

should be streamlined to remove unneeded obstacles and delays, and thereby reduce overall production costs.

2. Land use regulations, including zoning ordinances, should be revised to permit and encourage housing development at higher densities near employment centers and in areas with adequate services and facilities.
3. Local housing elements and growth management plans should be adopted which contain explicit strategies and actions directed to the production of housing in accord with regional policies.

RECOMMENDATIONS--PRIVATE SECTOR

Citizens Groups, Private Industry and Voluntary Associations

Help achieve an increased housing supply by:

1. Working with local governments to streamline the development review process.
2. Recommending changes in land use controls and tax laws that would stimulate increased housing production.

**OBJECTIVE 2: TO MAINTAIN AND IMPROVE EXISTING HOUSING SO
THAT IT CAN BETTER FILL THE REGION'S NEEDS**

POLICIES

2.1 Expanded Efforts

Housing conservation and rehabilitation efforts should expand regionwide, using both public and private resources.

2.2 Cost/Income Balance

Housing conservation and rehabilitation should cause minimal increases in housing costs for low- and moderate-income people, both renters and homeowners, either as a direct result of the cost of improvements or as an indirect result of neighborhood upgrading.

2.3 Public Resources

Housing improvement programs should be supported by housing subsidies, improved public services and capital improvements, where appropriate.

2.4 Anti-Redlining

Arbitrary restriction of loan funds or property insurance in selected residential areas--"redlining"--can cause decline of valuable housing and neighborhoods and, therefore, should be countered by public and private actions to encourage lending in older residential areas.

2.5 Energy

Maximum energy efficiency of homes in the Bay Area is a desirable condition and should be supported as an important facet of improving housing quality.

2.6 Neighborhood Quality

The improvement and maintenance of sound residential neighborhoods should be encouraged regionwide because they are important factors in housing quality.

2.7 Socio-Economic Conditions

Increased employment and educational opportunities contribute to housing and neighborhood quality and should be available to residents of lower income neighborhoods.

2.8 Security

Rehabilitation and conservation of housing and neighborhoods should include efforts to help decrease burglary, vandalism and other property-related crime.

2.9 Seismic Hazards

Residential buildings with structural seismic hazards should be reinforced to provide safety for the residents.

2.10 Mixed Development

In order to promote access to employment, commercial services, and other needed facilities, existing housing in mixed use areas should be preserved wherever practical and appropriate.

2.11 Supportive Services

Government programs for housing conservation should include provisions for counseling and referral services as necessary to respond to the financial and other problems of the owners and tenants associated with rehabilitation efforts.

2.12 Displacement

Housing conservation programs should be planned to minimize displacement as the result of code enforcement or resulting increases in rent or housing prices.

2.13 Relocation Assistance

Housing conservation programs should make realistic estimates of the displacement they will cause and provide relocation assistance for those displaced.

2.14 Economic Development

Housing rehabilitation and neighborhood conservation efforts should be coordinated with and supported by economic development and job training programs.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will assist member governments and citizen groups in designing and implementing housing conservation programs.
2. ABAG will serve as a resource for information on fiscal, administrative, and legal tools useful in housing conservation and rehabilitation programs.
3. ABAG will issue periodic reports, as appropriate, on useful innovations and new resources that can be applied in housing conservation and rehabilitation programs.
4. ABAG will sponsor conferences, seminars, and research that will bring the various participants in housing conservation efforts together to exchange ideas, resolve differences and develop

new solutions to problems.

5. ABAG will assist in developing programs to train, or to improve the skills of, persons engaged in housing conservation programs and related support services.
6. ABAG will, on request, assist local governments to anticipate and assess the potential impacts of wastewater treatment, water supply and reclamation projects on characteristics of the proposed development site, e.g., unique neighborhood or community characteristics.

ADVOCACY

1. ABAG will support revisions in tax regulations at all levels of government to provide greater incentives for private investment in maintaining and improving existing housing.
2. ABAG will encourage use of Federal and State subsidies to support housing conservation and rehabilitation programs:
 - o to help keep improved housing within the financial means of the area's residents;
 - o to minimize dislocation;
 - o to stimulate private investment.
3. ABAG will support stronger and more effective legislation against "redlining."
4. ABAG will encourage the use of housing codes--rather than building codes--as the standard for inspection of existing housing.

5. ABAG will support the use of assessment practices that allow for housing improvement that brings a structure up to basic code standards without increasing the fair market value of the structure.
6. ABAG will urge that Federal and State programs for financing housing rehabilitation include funds for the local administration of those programs.
7. ABAG will urge that Federal and State programs to finance housing rehabilitation include funds for relocation of occupants displaced because of code enforcement or because the resulting increase in shelter costs exceeds their means.

REVIEW

1. In its review of local housing elements and Community Development Block Grant Applications, ABAG will identify and question those that do not contain explicit programs to maintain and improve existing housing.
2. In its plan and project review function, ABAG will comment on proposed actions that could cause the decline of housing and neighborhood quality.
3. In its plan and project review function, ABAG will comment on plans, projects and applications that do not contain realistic estimates of residential displacement which will occur as the result of public acquisition or code enforcement, including the needs of residents who cannot afford the increases in shelter costs caused by the improvements.

4. In its review of applications for housing and community development funds, ABAG will comment on whether there is provision for relocation assistance to residents displaced as a result of activities funded.
5. ABAG will, subject to available staff resources, support applications for Federal and State assistance from communities with effective programs to conserve and expand housing opportunities for all income groups.
6. In reviewing plans, projects and applications for surface runoff management projects, ABAG will comment on actions that would cause a decline of housing or neighborhood quality.

RECOMMENDATIONS--PUBLIC AGENCIES

1. Local governments should expand programs to monitor housing and neighborhood conditions, enforce housing codes, and conduct effective programs to conserve housing and neighborhoods.
2. Capital improvements and needed public services should be committed, where appropriate, to support and encourage housing conservation and rehabilitation efforts.
3. Code enforcement programs should develop ways to minimize inconveniences and financial hardships imposed on owners and renters when housing code violations are corrected.
4. Local public agencies, working with voluntary associations and private interests, should provide counseling to low- and moderate-income property owners

and tenants on housing improvement requirements and resources.

5. Public funds should be placed in lending institutions willing to invest in older residential areas of the region.

RECOMMENDATIONS--PRIVATE SECTOR

1. Pre-sale inspection of existing housing could be instituted as a standard industry policy, to identify major physical problems and clear up hazardous conditions.
2. Trade unions should work with local governments to develop housing conservation and rehabilitation programs which increase employment opportunities.
3. New construction as well as rehabilitation work should avoid

those defects which later cause costly decline in housing quality, including inadequate design standards and faulty materials, equipment, or workmanship.

4. Special loan pools and mortgage insurance funds should be formed to increase investment in existing neighborhoods and encourage investment in high risk areas.
5. Contemporary building standards and housing codes should be examined to see if revisions are needed to ensure long-term housing quality and maximum energy efficiency.
6. The supply and competence of personnel trained to conduct housing conservation programs and related support services should be increased through special training programs.

**OBJECTIVE 3: TO EXPAND AND CONSERVE HOUSING OPPORTUNITIES
FOR LOWER INCOME PEOPLE**

POLICIES

3.1 Local Control

Housing assistance funds should be distributed among local areas within the Bay Area according to policies and procedures devised jointly by ABAG's member governments.

3.2 Regional Goals and Local Targets

A regional housing subsidy distribution system should set regional targets for assisted housing; each county and large city should be assigned a share of the region's total that is large enough to attract prospective developers.

3.3 Equity

Housing assistance funds should be distributed to give lower income people in all parts of the region equal opportunity to obtain suitable and affordable housing.

3.4 Need

Housing assistance funds should be distributed to reflect the relative need for assistance in localities throughout the region.

3.5 Access to Employment

Housing assistance funds should be distributed to give lower income people greater opportunity to find suitable and affordable housing near places of employment.

3.6 Anti-Displacement

Housing assistance funds should be distributed to:

- (a) increase the number and types of communities in which lower income people can obtain suitable and affordable housing.
- (b) avoid concentrating assisted housing in areas that already contain a substantial share of the region's assisted housing, and
- (c) assist in the stabilization or revitalization of neighborhoods undergoing conservation or rehabilitation of housing for lower income households.

3.7 Local Priorities and Goals

Each jurisdiction should develop its own program for community development and housing assistance, and set its own goals and priorities, based on local knowledge of need, market conditions and general feasibility, and guided by regionally set targets.

3.8 Reallocation

Housing subsidies that are unused as initially targeted to a particular Bay Area community should be available to other communities in the region who are applying for more assistance.

3.9 Increased Assistance

The Federal and State governments should greatly expand the amount of assistance funds to meet the housing needs of lower income people in the San Francisco Bay Area.

3.10 Home Ownership

Low income home ownership should be encouraged as a means of expanding housing opportunities for lower income persons and as a means of improving and maintaining sound housing and residential neighborhoods.

3.11 Conservation

Housing that is presently within the price range of lower income people should be preserved wherever possible and practical.

3.12 Growth Management

Growth management plans and control measures should contain ways and means to expand and conserve housing opportunities for lower income people.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will assist member governments and citizen groups, on request:
 - o in formulating community development and housing assistance programs;
 - o in formulating local subsidy distribution systems suitable to their own needs and making local systems consistent with the regional system;
 - o through periodic reports on the actual distribution of housing subsidies and households receiving assistance;
 - o through information on current housing programs,

laws and regulation.

2. ABAG will serve as a resource for information on financing and development of ideas to increase housing opportunities for lower income people.
3. ABAG will work with member governments, citizen groups, developers and others in the public and private sector to improve and update the Regional Housing Subsidy Distribution System and to increase housing opportunities for lower income people.
4. ABAG will assist local housing authorities to devise inter-jurisdictional agreements to expand geographic choices for lower income people qualifying for Federal housing assistance.
5. ABAG will disseminate to member governments and to interested citizens information on the Regional Housing Subsidy Distribution System and the procedures for its implementation.
6. ABAG will disseminate information about successful subsidized housing projects--especially those designed for families--in order to help local communities provide housing appropriate to their needs.
7. ABAG will prepare a three-year Areawide Housing Opportunity Plan to coordinate distribution of all Federal housing subsidies and expand opportunities for building low income housing.
8. ABAG will assist local governments, on request, in designing and adopting

innovative land use measures (such as density bonuses, planned unit development and cluster zoning, land banking and write-downs, etc.) to encourage development of new housing near employment opportunities for all income groups.

9. ABAG will assist local governments, on request, in developing demographic profiles to identify population groups needing assistance in meeting increased user charges resulting from construction, operation and maintenance of pollution control facilities.

ADVOCACY

1. ABAG will apply for increased housing assistance from Federal and State agencies, on behalf of member governments and the region as a whole, consistent with the approved subsidy distribution system.
2. ABAG will urge the Federal Department of Housing and Urban Development to continue using the Regional Subsidy Distribution System as the mechanism for disbursing housing subsidies in this region.
3. ABAG will urge the State of California to incorporate the Regional Housing Subsidy Distribution System into the procedures used by its housing agencies to review and approve applications for subsidies.
4. ABAG will urge the Federal and State governments to expand and improve housing subsidy programs and provide better incentives to stimulate private investment in lower income housing.
5. ABAG will support efforts of local communities and housing agencies applying for housing and community development assistance, where they demonstrate a commitment to expanding housing opportunities for lower income people consistent with regional policies.
6. ABAG will advocate Federal and State laws that would expand the supply of housing for lower income people.
7. ABAG will support efforts to expand and conserve homeownership opportunities for lower income persons.
8. In accord with ABAG Resolution 7-73, ABAG will continue to advocate repeal of California Constitution Article XXXIV, requiring referendum approval before the construction or purchase of low-income housing by a public entity.
9. ABAG will support applications for housing assistance where local governments have set goals higher than regionally set targets provided that:
 - o jurisdictions with lower than the regionwide average percentage of subsidized housing should have first priority in filling requests for additional subsidies; and
 - o the increased assistance will be used to expand housing opportunities for lower income people in areas where they had previously been excluded due to housing cost or discrimination; or

o the increased assistance will be used to support rehabilitation and conservation efforts to serve lower income households.

10. ABAG will urge HUD, FMHA and the State of California to streamline their procedures for funding low- and moderate-income housing in order that the requirements and delays in processing not render the programs economically unfeasible.
11. ABAG will advocate increased State and Federal funds to expand opportunities for housing, especially for disadvantaged groups.

REVIEW

1. In its plan and project review function, ABAG will comment on the consistency of plans, projects and applications with the Regional Housing Subsidy Distribution System.
2. In its plan and project review function, ABAG will comment on:
 - o proposed actions that would cause a decrease in housing opportunities for lower income people, and
 - o plans that fail to demonstrate a commitment to expanding housing opportunities for lower income people consistent with regional policies.
3. ABAG will, subject to available staff resources, in reviewing plans, projects and applications for construction or expansion of

wastewater treatment, surface runoff, solid waste or water supply projects, comment on actions that would cause displacement without relocation assistance.

RECOMMENDATIONS--PUBLIC AGENCIES

1. Housing assistance needs should be realistically addressed in local housing elements, housing assistance plans, community development programs and growth management plans.
2. Local ordinances, administrative codes, and procedures should be reviewed and revised to remove any obstacles that would unnecessarily inhibit the use of housing assistance programs.
3. Local governments should consider innovative zoning mechanisms to permit and encourage expansion of housing for low- and moderate-income people; e.g., density bonuses, planned unit developments, cluster zoning ordinances, growth management plans.
4. The Regional Housing Subsidy Distribution System should be used as a guide for local planning efforts.
5. Local governments should support ABAG's efforts to seek increased Federal and State housing subsidies on behalf of its member governments and the region as a whole.
6. Local governments should advocate changes in Federal and State subsidy programs, to improve their effectiveness in meeting local needs.

7. Local governments should oppose ordinances, actions, or projects that would unduly restrict the potential supply of housing for lower income people, that would add unnecessarily to its cost, or that would make only high-priced housing feasible.
8. Local governments should support Article XXXIV referenda to permit the construction or purchase of low-income housing by a public entity.

RECOMMENDATIONS--PRIVATE SECTOR

1. Find out about housing assistance programs and use those that are suitable.
2. Recommend changes in subsidy programs and the regional subsidy distribution system.
3. Contribute information and ideas that would make the Regional

Housing Subsidy Distribution System more effective and better implemented.

4. Recommend ways in which local, State and Federal laws, regulations, and policies should be changed to further expand housing opportunities for lower income people.
5. Work with public and private agencies to devise legal and financial mechanisms to increase the flow of private investment into housing for lower income people; e.g., a high risk loan pool could be formed jointly by a number of lending institutions and with public support, to increase mortgage funds available for lower income people.
6. Support efforts to increase home ownership opportunities for lower income people, such as through housing cooperatives.

OBJECTIVE 4: TO ELIMINATE ALL FORMS OF ILLEGAL OR ARBITRARY DISCRIMINATION FROM THE HOUSING MARKET

POLICIES

4.1 Illegal Discrimination

Housing discrimination based on race, color, national origin, sex and marital status is illegal and should be eliminated from the Bay Area housing market.

4.2 Housing/Job/Education

Housing discrimination on any basis reinforces discrimination in other areas, such as employment and education, and therefore should be eliminated in order to expand opportunities and protect the constitutional rights of all.

4.3 Public/Private Responsibility

Anti-discrimination legislation should be reinforced by public and private efforts including monitoring and education.

4.4 Special Design Needs

Equal housing opportunities for all requires special attention to design requirements to fill the housing needs of certain population groups, such as the elderly and handicapped.

4.5 Minority/Lower Income Linkage

Expansion of housing opportunities for lower-income people can also expand choices for minorities, and therefore should be supported as a strategy to combat housing discrimination.

4.6 Household Composition

Housing discrimination affects many groups that are not racial or ethnic minorities, such as families with children, students, elderly, handicapped, families where the mother is head of the household, and persons with an incarceration history. Extensive public and private efforts are required to combat them effectively.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide technical assistance and information, on request, to member governments, citizens groups and business interests devising programs to combat discrimination.
2. ABAG will assist citizen participation in housing planning and implementation activities, both at local and regional levels.
3. ABAG will collect current studies which document the extent of housing discrimination against special groups throughout the region, and will make these available to agencies and groups seeking to combat discrimination.
4. ABAG will compile and distribute a regionwide directory of public and private fair housing agencies operating in all sectors of the region.
5. ABAG will help to disseminate

information on the kinds of discrimination that are illegal, the existing State and Federal laws that prohibit discrimination, and the enforcement mechanisms available to people who encounter discrimination.

ADVOCACY

1. ABAG will urge that local, State and Federal anti-discrimination laws be strengthened and enforced.
2. ABAG will support increases in the amount of public and private assistance funds committed to enforcing anti-discrimination laws.
3. ABAG will support legislation to end "redlining" of low-income minority and integrated neighborhoods, and to increase the flow of public and private investment into these areas.

REVIEW

1. In its plan and project review function, ABAG will comment on whether the jurisdiction has estimated the extent of housing discrimination and has a commitment to combat it.
2. In reviewing and developing regional plans, ABAG will support actions that could expand housing opportunities for minorities and lower income residents and will question any that would tend to reinforce discriminatory patterns.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

Local Governments

1. Local general plans and housing elements should assess the extent of discrimination in the local housing market and specify strategies and actions to be taken to eliminate such discrimination.
2. Local governments should support responsible efforts by citizens to increase their participation in housing planning and implementation.
3. Local governments should give financial support to responsible voluntary groups conducting education and monitoring programs to combat housing discrimination.

RECOMMENDATIONS--PRIVATE SECTOR

Builders, Trade Unions, Lenders, Real Estate Brokers

1. Increase participation of minorities in all sectors of housing construction, financing and management.
2. Include affirmative marketing and sales programs in residential development efforts.
3. Direct loan funds into lower-income and/or minority and integrated neighborhoods, to reverse the effects of "redlining."



ECONOMIC DEVELOPMENT

ECONOMIC DEVELOPMENT

The San Francisco Bay Area has a growing, highly diversified economy, serving as a worldwide center for the high technology industry, a financial, administrative, and headquarters center for the western states, and a major entrepot for international trade. The Bay Area faces the complicated challenge of providing a strong foundation for continued economic development while preserving the unique qualities of the region and assisting communities experiencing distress.

Economic development is an issue of the public interest, ranging from sustaining employment and tax base growth to the effective management of public resources. Working together with the private sector, local governments and public agencies must encourage rational and balanced economic growth. This element of the Regional Plan represents the region's first opportunity to undertake this task. It provides a statement of the primary objectives and guiding policies for economic development in the Bay Area.

Maintaining the vitality of the Bay Area's economy and increasing jobs and economic opportunities for Bay Area residents and communities are fundamental challenges facing the region. These challenges must be met through strengthening and diversifying the region's economy and sustaining high growth industries, encouraging appropriate locations for new development, bringing the benefits of economic development to bypassed communities and individuals, and providing housing to match the needs of the region's working households.

The Bay Area's increasing resident

labor force requires more jobs. More entry level positions and opportunities for upward mobility must be established both to accommodate the expansion of the labor force due to local residents' entry into the job market and to incorporate those who have traditionally been bypassed. All Bay Area residents have a stake in a healthy economy which can provide economic opportunity and achievement of individual and collective economic progress.

These objectives and policies recognize that the outstanding quality of life and high standard of living in the San Francisco Bay Area are both the cause and result of a strong and diversified economy. The region's impressive history of development and growth has led to a creation of new job opportunities, income levels nearly 30 percent higher than the national average, economic diversity, and expanded tax bases. As a result, the region has had the means to provide education, culture, recreation and other features which are essential for a high standard of living. Unlike many metropolitan areas, the Bay Area has been able to expand its economic base while maintaining and improving the quality of the physical environment. This dedication to environmental and economic objectives reflects an awareness that the region's physical beauty, natural resources and cultural amenities have been major factors in attracting businesses, investors, tourists and residents.

However, not all communities have shared equitably in the region's growth and prosperity. Certain communities have been bypassed by the development process, creating the

anomaly of poverty in the midst of plenty. Their prospects, like those of all communities, are tied to the overall strength of the region's economy. Maintaining a strong and vital regional economy must be joined by concrete measures to bring distressed communities and unemployed residents into the economic mainstream.

Many of the Bay Area's problems--housing shortages, jobs/housing imbalance, commute congestion, inadequate energy supplies, and environmental pollution--are also byproducts of the very market forces and public policies which have provided the region with material abundance. As a result, Bay Area communities are concerned that continuing economic growth be achieved to meet the needs of the residents of the region while maintaining and improving environmental quality. In addition, the different economic situations and local needs require recognition of the need for variation in the pace of growth and types of development within the region's communities. New economic development and growth must be accommodated in a manner which addresses these issues.

These economic development policies are designed to provide employment and buying power for the Bay Area's residents, improve the fiscal health of the region's communities, expand economic opportunities, foster continuing balanced development in the coming decade. Public and private sector cooperation can guide patterns of growth in the 1980's to the maximum benefit of all Bay Area residents.

The economic development policies contained in this chapter focus on six objectives which are fundamental to the achievement of these goals:

- I - creating opportunities to reduce economic distress;
- II - preserving the quality of life in the Bay Area;
- III - sustaining growth industries;
- IV - retaining existing industries and promoting economic diversity;
- V - increasing housing production;
- VI - coordinating public and private sector policies and actions.

OBJECTIVE I

Creating Opportunities to Reduce Economic Distress

Strong economic growth in the San Francisco Bay Area masks serious pockets of poverty and economic distress in small and large cities. Steps are required to overcome the physical problems confronting older plants and older commercial and industrial areas, the declining fiscal base of cities, and lack of access for unemployed workers to new jobs, whether due to problems of training or of transportation. In the absence of public action, new private investment in the region may bypass economically distressed communities, and new job growth will continue to be inaccessible to large numbers of unemployed and underemployed residents. Use of development incentives can bring investment and job growth into areas in greatest need of these activities. The region should seek to increase employment opportunities for racial and economic groups whose choice is

presently limited, and to assist areas in economic distress to capture benefits from the region's development.

OBJECTIVE II

Preserving the Quality of Life

Historically, the Bay Area has attracted business, workers, investors and tourists with an environment and ambience unlike any urban area in the United States. Expansion of jobs and incomes for residents is necessary to sustain the quality of life enjoyed in the Bay region, just as the quality of life is an important contributor to the region's development. Economic development in the Bay Area has benefitted from the special setting and cultural and social institutions that have grown around the Bay.

By placing emphasis on environmental amenities, residents in the Bay Area have maintained an urban region that is envied by many and a great attraction to those who come to visit or to work here. In addition, the Bay Area's parks and recreational facilities provide highly valued opportunities for exercise and relaxation for residents and visitors throughout the region. The social, cultural, and environmental advantages of the Bay Area and the commitment among residents to maintain them are very important contributors to the region's economy.

OBJECTIVE III

Sustaining Growth Industries

Office-based activities and high technology industries are the major driving forces for the creation of

new investments and jobs in the Bay Area economy. Over half of all workers in the Bay region now hold office jobs, and growth in office employment accounted for 60 percent of total employment growth in the Bay Area between 1970 and 1978. High technology industry development is continuing at a very rapid pace in the region, and it contributed 15 percent of total Bay Area employment growth between 1972 and 1977. Maintaining the underlying economic strength of the region is dependent on continuing the strength of these expanding sectors which compete internationally. The Bay Area needs to encourage the balanced and continued growth of these industries in order that more local communities may share in the benefits of the region's development.

OBJECTIVE IV

Industrial Retention and Economic Diversity

The diversity of industries within the Bay Area is a major factor contributing to the health of the region's economy. In addition to the rapidly growing sectors, the range of industrial and commercial activity not only contributes to economic vitality but serves to better insulate the region from dramatic swings in the national and international business cycles. The Bay Area's economic diversity enables it to weather sudden market shifts by virtue of the mix of products and the gradual shift to more service-oriented activities.

The underlying shift toward increasing service and office-related employment is responsible for most new jobs in the region. At the same time, this ongoing shift away from

manufacturing and traditional industries threatens to disrupt the necessary balance and mutually reinforcing effects of these sectors. A balanced diversity of industries provides a more stable and diversified market for businesses serving local and regional markets, permits workers in declining industries to be retrained for work in growing industries without major dislocation, and contributes to the region's position as a center for new capital, advanced technology, and innovative business enterprises. The challenge facing the Bay Area is to maintain the region's industrial diversity through working to retain existing industries and encouraging expansion of newly emerging as well as existing growth sectors within the region.

OBJECTIVE V

Housing Production

While Bay Area jobs have increased steadily over the past ten years, growth in the region's housing supply has not kept pace. This has occurred as a result of many factors, among them growth control measures, current zoning patterns that do not enable higher density development, and failure to take full advantage of innovative financing programs and design and construction techniques. As a consequence, the number of new housing units has not matched the number of households looking for a place to live, and the unsatisfied demand for housing has contributed to the rapid escalation of housing and land prices. An overall increase in supply is the best means to lower the cost of housing. The rising cost of housing serves to discourage location in the Bay Area of new industrial growth by pushing up the cost of living for employees of all skill

levels. At the same time, high housing costs reduce the discretionary incomes of Bay Area residents, leaving less for other expenditures and for savings and investments. Housing prices are hurting employees in all pay ranges, managers and professionals as well as clerks and production workers.

One of the most serious problems facing economic development in the region is the limited supply and high cost of housing. Although more housing at all price levels is necessary, from an economic development perspective, the shortage of purchase and rental housing affordable to working households at low and moderate income levels serves as a major constraint to balanced economic growth. New economic development creates jobs and requires additional workers in a wide range of skill and wage classifications, many of which are in the lower and moderate income categories. New job growth which is not served by appropriately priced housing directly contributes to labor shortages which in turn diminish the attractiveness of the region for future economic development. The same problem of attracting and holding employees in the face of unprecedented housing costs is confronting Bay Area industries which employ large numbers of professional, technical and managerial workers as well.

Increasing the supply and density of housing in proximity to major job centers and encouraging industrial development in communities with affordable housing are needed to adequately house the Bay Area's residents and maintain the region's attractiveness for continuing economic development.

OBJECTIVE VI

Coordinating Public and Private Sector Policies and Actions

While the direction, pace, and character of the region's economic development is shaped by private investment, the region's economic development is also supported by an extensive transportation system, housing and labor market, utility and power network, and a range of communities and local governments. The policies and actions of more than a hundred cities and counties and the regulatory processes and capital plans of a large number of state and regional agencies present a complicated framework in which development decisions are made.

Public and private leaders have an important stake in understanding the major forces at work influencing economic development. The Bay Area competes internationally for investment and job growth, just as Bay Area communities compete among themselves for shares of this growth. An understanding of the needs for rational economic growth constrained by limited public resources and

environmental concerns requires an era of increased cooperation and mutual commitment. Coordinated efforts can reduce barriers to the development process and continue the region's attractiveness for economic growth, whether through streamlining regulatory procedures, undertaking investment in needed public facilities and services, providing information on the region's economy and development potential, or other actions.

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ECONOMIC DEVELOPMENT

OBJECTIVE 1: EXPAND OPPORTUNITIES FOR COMMUNITIES AND POPULATION GROUPS NOT NOW FULLY SHARING IN THE REGION'S ECONOMIC DEVELOPMENT

POLICY 1: Expand the region's economy to provide increasing employment and incomes for disadvantaged residents and distressed communities within the Bay Area.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide information and technical assistance to local governments and industry in developing programs to attract industry--especially those with growth potential--to communities experiencing economic distress.

REVIEW

1. In its plan and project review function, ABAG will support plans and projects to locate growth industries in distressed communities.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments should provide incentives to attract the region's growing industries into communities experiencing economic distress.

POLICY 2: Encourage industry retention and new job growth in areas easily accessible to existing concentrations of unemployed and underemployed workers.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide information to local governments and the private sector on existing concentrations of unemployed and underemployed workers.
2. ABAG will, on request, assist local governments and industries working together to develop appropriate financial incentives and special economic adjustment programs to achieve a more stable and diversified local employment base.

ADVOCACY

1. ABAG will advocate federal and state stabilization and revitalization programs and business assistance programs to help solve physical and financial problems of existing firms, to aid retention.

REVIEW

1. In its plan and project review function, ABAG will support local plans and projects aimed at industry retention and new job growth in areas easily accessible to concentrations of unemployed and underemployed workers.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. All levels of government should

endeavor to retain existing industries through stabilization, revitalization, and business assistance programs.

2. Each local government should develop a coordinated business response system for agencies within its jurisdiction to help retain industries in areas easily accessible to unemployed workers.

POLICY 3: Support the development of comprehensive public improvement programs at the local level to stabilize and revitalize declining industrial and commercial areas with market potential.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide information and technical assistance to local governments in preparing comprehensive public improvement programs and in forging public/private partnerships for community revitalization.
2. ABAG will investigate innovative development and financial techniques and changes in federal programs supporting local revitalization efforts and make this information available to local governments and industries.

ADVOCACY

1. ABAG will advocate state and federal assistance and financial incentive programs to support local revitalization efforts.

POLICY 4: Increase transportation

access to jobs for transit-dependent and low-income workers.

IMPLEMENTING ACTIONS--MTC

Included in Metropolitan Transportation Commission's Regional Transportation Plan (RTP). See the Transportation chapter.

POLICY 5: Establish greater cooperation among employers, organized labor, educational systems, and training programs to enable unemployed and low income workers to compete for jobs in expanding industries.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG, working with local governments and manpower training agencies, will create a regional job development and training coordination program to promote linkages among employment training and economic development activities. As part of this program, and subject to available resources, ABAG will:
 - a. Conduct labor market and other studies to provide information to local employment training programs on the workforce requirements of local firms and growing sectors of the economy.
 - b. Organize and assist in joint economic planning and development activities which involve several governmental jurisdictions or shared responsibilities by public agencies and

private sector organizations (such as Private Industry Councils--PICs).

- c. Act as a regional clearinghouse for exchanging information (through conferences and quarterly status reports) on employment training and job development activities (including vocational education and trade school and high school programs as well as Comprehensive Employment and Training Act--CETA--programs and economic development programs). Coordinate with the State Office of Business and Economic Development and the League of California Cities.

2. ABAG will assist member governments and will contract with the Bay Area Private Industry Councils (PICs) created under the federally sponsored Private Sector Initiative Program to review, evaluate, and design job creation and job training programs in subregional areas.

ADVOCACY

1. ABAG will support the use of state and federal funds to develop linkages between employment training and economic development activities in the Bay Area.

REVIEW

1. As staff resources allow, ABAG will comment on the adequacy of coordination with economic development programs in reviewing Comprehensive

Employment and Training Act (CETA) and Private Industry Council (PIC) federal grant applications and will comment on the adequacy of coordination with job training programs in review of those federal grant applications for economic development activity which are subject to the A-95 review process.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Local governments should establish linkages among development and training agencies within their jurisdictions by exchanging seats on governing boards, sharing reports on activities and news releases, and maintaining regular communications among staff.
2. Local governments should participate in the regionwide coordination program by sending representatives to regionwide meetings and providing information on economic development programs to ABAG and to other local jurisdictions.
3. Private Industry Councils, community colleges, and other public institutions involved in employment training should participate in the coordination program and take the initiative to share information on training program activities within and among jurisdictions.

RECOMMENDATIONS--PRIVATE SECTOR

1. Private employers should cooperate with local Private Industry Councils and economic development agencies by examining their labor force requirements and identifying

possible job opportunities for trained CETA workers and graduates of other training programs.

2. Private employment training centers should provide information to ABAG and to the various employment training and economic development agencies on their training program activities and should respond to training needs generated by local economic development plans and projects.

POLICY 6: Increase availability and use of business assistance programs to assist firms experiencing difficulty in areas of economic distress.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate state and federal financial and technical assistance programs to support public/private partnerships for business assistance programs and to encourage entrepreneurship by area residents and members of economically disadvantaged groups.
2. ABAG will advocate special state and federal funds and financial incentives to assist communities, population groups, and industries adversely affected by projects and programs proposed by local governments and private interests to comply with environmental regulations. (See, also, mitigating actions in sections on air quality, water quality, and solid waste in the Environmental Quality chapter.

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

1. Local governments and the private financial community should continue existing business assistance programs and extend this help to other firms experiencing difficulty.

POLICY 7: Improve allocation, coordination, and targeting of State and Federal assistance to meet the region's economic development objectives for distressed communities and population groups.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will conduct studies of proposed legislation and of other metropolitan areas' efforts to focus state and federal assistance on distressed communities and population groups.
2. ABAG will provide a forum for public and private sector officials concerned with economic development to develop programs to help direct state and federal assistance to communities and population groups experiencing distress.

ADVOCACY

1. ABAG will advocate state and federal assistance to help meet the region's economic development objectives for targeted communities and population groups and to provide block grants at the local level.
2. ABAG will seek federal and state tax policies that assist small

and new business--which create
the great majority of new jobs.

REVIEW

1. In its plan and project review

function, ABAG will support
federal funding for local
projects that help meet regional
objectives for distressed
communities and groups.

OBJECTIVE 2: PRESERVE THE QUALITY OF LIFE IN THE SAN FRANCISCO BAY AREA, A MAJOR CONTRIBUTOR TO THE REGION'S DEVELOPMENT

POLICY 1: Maintain and improve the high level of environmental quality enjoyed in the Bay region.

IMPLEMENTING ACTIONS--ABAG

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

See Environmental Quality chapter--sections on air quality, water quality, and solid waste for implementing actions and recommendations to improve and maintain environmental quality in the Bay Area.

POLICY 2: Encourage maintenance and expansion of the Bay Area's vital recreational facilities, parks, wildlife areas, and the diversity of open space.

IMPLEMENTING ACTIONS--ABAG

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

See Environmental Quality chapter--section on critical areas, Recreation chapter, and Regional Strategies chapter for implementing actions and recommendations.

POLICY 3: Enhance the cultural diversity of the Bay Area's communities, neighborhoods, and population groups.

IMPLEMENTING ACTIONS--ABAG

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

See the Regional Strategies chapter--human resources and equal opportunity strategies sections.

POLICY 4: Sustain the Bay Area's outstanding university, college, and community college system and improve the quality of local public education.

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

1. All segments of the regional community should endeavor to improve and maintain the quality of local public education.

POLICY 5: Support the development of the arts, music, dance, sports, and other cultural activities in the Bay Area's large cities and smaller communities.

RECOMMENDATION--PUBLIC AND PRIVATE SECTORS

1. All segments of the regional community should continue to support the arts, music, dance, sports, and other cultural activities throughout the Bay Area.

OBJECTIVE 3: STRENGTHEN THE BAY AREA'S POSITION AS A PRIME LOCATION FOR OFFICE ACTIVITIES AND HIGH TECHNOLOGY INDUSTRIES AND PROMOTE CONCENTRATIONS OF THESE ACTIVITIES IN AREAS THAT CAN PROVIDE NEEDED HOUSING, TRANSPORTATION, AND PUBLIC FACILITIES

POLICY 1: Strengthen the Bay Area's leading position for corporate headquarters and office activities and support concentrations of office development in Bay Area communities that can provide needed housing, transportation, and public facilities.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide information on trends in office growth and on communities that can provide needed housing, transportation, and public facilities to assist local public/private planning for office growth.

REVIEW

1. In its plan and project review functions, ABAG will support proposed office development:
 - o in communities with existing underutilized facilities, good transportation access, and proximity to substantial housing and available workers
 - o tied to urban renewal and transportation improvements in older cities
 - o in communities capable of providing needed facilities, with infrastructure and additional transportation linkages planned and programmed for funding, and

where there is a clear commitment to provide housing commensurate with employment growth generated by new development

RECOMMENDATIONS

1. Local governments and private developers should cooperate in planning office complexes and office parks that can lead to growth that meets both community and industry needs.
2. Local governments should expedite the permit process when adequate planning for office growth has occurred.
3. The National Association of Industrial Office Parks and the Building Owners and Managers Association should make use of ABAG's information when considering sites in the Bay Area.

POLICY 2: Strengthen the Bay Area as an international center for the high technology industry and support siting of facilities in Bay Area communities that can provide needed housing, transportation, and public facilities.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will publish a report to

inform local governments, economic development, and planning departments of the development needs of this industry and realistic approaches to capturing its expansion within the region.

2. In cooperation with local manufacturing and electronics associations, ABAG will call a conference for executives of high technology firms and industrial developers and realtors on sites and development opportunities in the Bay Area, featuring face-to-face contacts with local officials from communities seeking growth.
3. ABAG will act as a clearinghouse to provide data and information for private decision makers (including industrial developers and realtors) concerning sites and communities within the Bay Area which meet the expansion needs of the high technology industry, particularly for production and assembly plants.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments should provide information on available high tech sites, services, housing availability and commitment to expand housing supply, and amenities through a clearinghouse file for industry at ABAG.

RECOMMENDATIONS--PRIVATE SECTOR

1. High tech firms should examine sites in communities within the Bay Area as part of their expansion planning process.
2. Industry associations such as the Santa Clara County Manufacturing Group, the American Electronics Association, the Electronics Association of California, and the Semiconductor Industry Association should keep their members informed of ABAG services.
3. Industrial park developers should work with ABAG and local governments to identify suitable sites for high tech industrial parks throughout the region.

**OBJECTIVE 4: RETAIN THE BAY AREA'S EXISTING INDUSTRIES
AND SUPPORT GROWTH OF ADDITIONAL INDUSTRIES
WHICH CONTRIBUTE TO A HEALTHY, DIVERSE
ECONOMY FOR THE REGION**

POLICY 1: Coordinate public and private actions to assist retention of traditional Bay Area industries and firms and, when necessary, assist in readjustments to mitigate impacts on displaced workers and the community's economy.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will conduct research on the problems of business retention and readjustment to declining activities or plant closures. Research will address several specific topics:
 - a. Ongoing monitoring and analysis of trends in the region's economy to:
 - o identify and target business activities which must be retained in the region in order to maintain a strong, diversified regional economy; and
 - o assist local communities in identifying firms and industries which are declining or in danger of closing their doors, and the causes of such decline.
 - b. Research on successful efforts in other states and European countries to retain businesses.
 - c. Research on programs to handle plant closures (ABAG will draw heavily on materials already compiled by federal agencies and the State of California).

2. Drawing on research activities, ABAG will assist local communities to identify and develop public actions which will enable firms to survive in the Bay Area.
3. ABAG will work with local, state, and federal agencies to assist in the coordination of public and private resources to minimize the economic dislocation caused by a plant closure, and will cooperate with the State in their efforts to develop effective ways to anticipate closures and minimize community impacts.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Local communities and state and federal agencies should respond to any early detection of a plant closure to help the plant remain open or begin retraining programs which will enable the displaced workers to find comparable work as quickly as possible. These agencies should involve community groups, labor organizations, and public officials in their discussions and decisions.

RECOMMENDATIONS--PRIVATE SECTOR

1. Firms which, in their long-term planning, anticipate the possibility of plant closure, should act promptly to inform public agencies at the local, regional, state, and national levels of actions which would help them to remain in operation.

2. Firms which are planning to leave the area or close down for good should give as much advance notice as is feasible to the community in which it has done business. Firms should work with the public sector to explore means of keeping the plant open or should assist in the relocation and retraining of the workers who will be left behind, and should establish working groups with employees and community leaders to resolve problems.

POLICY 2: Realize the Bay Area's full maritime potential and assist the region's communities with good transportation access to these facilities to benefit from increased shipping and trade related activities.

IMPLEMENTING ACTIONS--MTC

See seaport section of Metropolitan Transportation Commission's Regional Transportation Plan within the Transportation chapter.

POLICY 3: Support the development and operation of the region's aviation industry in a manner that best serves the Bay Area economy.

IMPLEMENTING ACTIONS--MTC

See airport section of MTC's Regional Transportation Plan within the Transportation chapter.

POLICY 4: Sustain the Bay Area's leading position for tourism and convention trade.

IMPLEMENTING ACTIONS--ABAG

See Recreation chapter for implementing actions related to maintaining the Bay Area's leading position for tourism.

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

1. Local governments and private developers should proceed with timely expansion of facilities and completion of existing convention center projects.

POLICY 5: Maintain the vitality and stability of the construction industry as a pivotal economic sector.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide a forum for information exchange, improved communication and coordination between firms, unions and local governments to help stabilize and maintain the health of the construction industry.

See, also, the Housing chapter, Objectives 1 and 3.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments should increase the efficiency and certainty of the regulatory and permit process to help stabilize and maintain construction activity in appropriate locations throughout the region.

POLICY 6: Assure support for the generation and growth of emerging industries.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will conduct studies and issue reports on new technologies, innovative products and services, and emerging industries that can contribute to employment generation and add to local diversity and long-term growth potential.

POLICY 7: Support continued growth of small businesses in the Bay Area and vitality of the region's commercial and service sectors.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate state and federal incentives for startup, operations, and expansion of small business in Bay Area communities.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Local governments and regional regulatory agencies (BAAQMD, RWQCB, BCDC, etc.) should continue efforts to simplify the local regulatory process, establish one-stop permit centers, and reduce paperwork and reporting requirements for small firms.

RECOMMENDATIONS--PRIVATE SECTOR

1. Banks and financial institutions should expand financial support for startup operations, and expansion of small business in Bay Area communities.

POLICY 8: Support the continuation

of agriculture and food processing industries within the region.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate legislative and administrative changes that provide needed services and support for agricultural activities.

See also Environmental Quality chapter, Critical Areas section, for policies and actions relating to the preservation of lands for agricultural production.

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

1. Governmental agencies and industry should combine efforts to retain food processing plants as well as related supply and distribution industries in the region.
2. Local governments should encourage the continuation of agricultural activities, in balance with other economic uses of the land, by adopting appropriate zoning and other land use regulations, by providing needed services for farmers and ranchers, and by investigating techniques such as local land trusts and development rights transfers for agricultural land.
3. State, regional, and local agencies should carefully consider the economic impacts of regulations affecting farming and ranching operations.

POLICY 9: Maintain the Bay Area as a major center for state and federal facilities and activities.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. In its federal and state

development review function under OMB Circular A-95, Parts II and III, ABAG will continue to encourage new or expanded federal and state facilities and activities that meet regional and local objectives for employment, economic growth and community revitalization.

OBJECTIVE 5: INCREASE HOUSING PRODUCTION TO MATCH ANTICIPATED EMPLOYMENT GROWTH, NEW HOUSEHOLD FORMATION, AND THE CAPACITY OF LOCAL COMMUNITIES TO PROVIDE NEEDED PUBLIC FACILITIES AND SERVICES

POLICY 1: Promote higher density development, increases in the supply of land available for residential use, and use of development incentives to increase the supply of housing at locations well served by existing or planned services and accessible to job centers.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. Based on resource availability, ABAG, through its planning functions and economic research, will provide information on job location trends in the region and will inform local communities and state and federal agencies of the major job centers in the Bay Area where limited housing availability or problems of housing affordability have restricted employment growth.
2. Working cooperatively with the housing development industry and local governments, ABAG will prepare a comprehensive update of local government expansion and development plans for use by developers and local officials.

ADVOCACY

1. ABAG will support efforts of local agencies within a commute shed to increase affordable housing production to match anticipated job growth.

REVIEW

1. As resources permit, in its plan and project review function and in review of applications for federal assistance, ABAG will comment on proposed land uses and developments in areas which could absorb the construction of high density housing units, considering the ability of these proposals to meet housing needs generated by accessible employment centers.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Cities and counties should assist ABAG by identifying areas where greater housing availability would improve potential job growth and should adjust general plans and zoning ordinances to accommodate new housing in these areas.

RECOMMENDATIONS--PRIVATE SECTOR

1. Private investors should seriously consider new infill housing sites and development ideas, taking full advantage of housing densities allowed.
2. Financial institutions should give careful consideration to new development ideas which can help increase housing where rapid job growth exists.

See also the Housing chapter, Objective 1, for related implementing actions.

POLICY 2: Promote awareness and use

of financing and other techniques to stimulate construction of housing within the means of working households.

IMPLEMENTING AGENCIES

SERVICE

1. ABAG will provide a forum for local governments and the home building industry and major employers to examine financing and other techniques to stimulate construction of housing within the means of working households.

RECOMMENDATIONS--PRIVATE SECTOR

1. Private industry should assist communities, where feasible, in developing moderately priced housing by contributing to infrastructure costs, underwriting development fees, and taking advantage of tax incentives to contribute land to nonprofit development organizations.

See also, Housing chapter, Objectives 1 and 3, for other implementing actions for ABAG and recommendations to responsible agencies and private sector.

POLICY 3: Support regulatory changes to stimulate construction of housing in the low and moderate price categories, as well as other price ranges, within the region.

IMPLEMENTING ACTIONS--ABAG

RECOMMENDATIONS--RESPONSIBLE AGENCIES

See Housing chapter, Objective 3, for implementing actions and recommendations to responsible agencies.

POLICY 4: Build public understanding and acceptance of the need for higher density development of sale and rental housing in closer-in locations.

IMPLEMENTING ACTIONS--ABAG

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

See Housing chapter, Objectives 1 and 3, for implementing actions and recommendations to public and private sectors.

POLICY 5: Encourage balanced residential and industrial growth within major sectors of the Bay region.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. In reviewing proposed projects that will add significant new job growth to a community, ABAG will support those projects in communities that have historically provided significant increases in housing supply at a full range of prices, and look for a commitment to expand affordable housing for the workers in the new jobs in communities where past housing supply has not kept pace with job growth.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. City and county governments should adopt capital improvement programs geared to residential growth needs, rezone land to residential uses, develop "fast track" permit processing, and encourage mixed use and planned unit developments.

RECOMMENDATIONS--PRIVATE SECTOR

1. Employers should work with local governments, developers, local housing authorities, and fair housing groups to help expand the supply of affordable housing for working families and individuals.

POLICY 6: Seek to increase fiscal

incentives for new residential construction.

IMPLEMENTING ACTIONS--ABAG

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

See Housing chapter, Objectives 1 and 3, for implementing actions and recommendations to public and private sectors.

**OBJECTIVE 6: ENCOURAGE FOCUSED ECONOMIC DEVELOPMENT
THROUGH COORDINATED PUBLIC AND PRIVATE
POLICIES AND ACTIONS THAT WILL MEET
IDENTIFIED PUBLIC NEEDS OF THE REGION**

POLICY 1: Promote an improved climate for private investment in the region by an ongoing review of the costs and effectiveness of regulations and simplification of regulatory procedures.

SERVICE

1. ABAG will conduct studies and make information available on the costs and benefits of major environmental and development regulations and their relationship to economic development.
2. See Housing and Environmental Quality chapters for actions and recommendations to mitigate impacts of development and environmental regulation on housing and economic development objectives.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Local governments and regional regulatory agencies should streamline the permit process by coordinating reviews, providing joint hearings, master environmental impact reports, and one-step approval procedures.

POLICY 2: Time public investments in facilities and services to meet existing needs and serve anticipated industrial, commercial, and residential growth.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will work with local government officials and private sector leaders to develop a regionally significant capital investments strategy identifying key public and private investments needed in the next five years for Bay Area communities and securing agreements among the concerned parties to ensure cooperative planning and scheduling so that these projects can proceed.

REVIEW

1. ABAG will join with the Metropolitan Transportation Commission and the San Francisco Regional Water Quality Control Board to review impacts of pending transportation and sewer service projects on local investment plans.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Local government officials should work with ABAG to help identify the key projects pending and to agree on ways to coordinate projects and public actions among many separate agencies to ensure well planned development will occur on a timely basis minimizing delays and conflicting schedules.
2. Officials of regional, state, and federal agencies should review the proposed project schedule and the Calendar of Public Construction published by

the U.S. Department of Labor and negotiate with local officials to find ways to ensure completing the needed regional program of projects in a timely manner.

RECOMMENDATIONS--PRIVATE SECTOR

1. Private investors should identify their projects at an early stage, especially those which will require extensive coordination with public facilities or with housing construction.

POLICY 3: Encourage development of innovative revenue sources and more effective use of existing ones to assure financing for facilities needed to support economic development and balance costs and benefits among jurisdictions and users.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. Through its ongoing research and technical assistance efforts and through seminars and training sessions for its member governments, ABAG will provide information, assistance, and advice on the use of existing revenue resources and the development of new revenue sources (from financing mechanisms to state and federal government assistance programs). Wherever possible, ABAG will draw on existing programs and resources of the California Association for Local Economic Development (CALED).
2. ABAG will periodically convene an advisory panel of financial

experts to recommend uses of existing financing sources and the development of innovative sources of revenue.

ADVOCACY

1. Where appropriate, ABAG will support legislation at the state and federal levels to expand financing techniques available to local government.
2. Where appropriate, ABAG will oppose legislation at the state and federal levels that would limit financing techniques available to local governments.

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

1. Local governments and businesses should participate in the informational sessions and educational programs already provided by CALED, many of which deal with financing issues.

POLICY 4: Support public and private efforts to provide information on the region's economy, regional development trends, and innovative development techniques to Bay Area governments and private investors.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG's economic development program will continue to:
 - a. provide current information on regionwide development trends;
 - b. provide information on innovative development arrangements, financial

techniques combining public and private resources, enterprise zone legislation, and methods for improving regulatory procedures;

- c. analyze public policies with respect to development;
 - d. research industrial and residential growth trends for specific industries and subregional areas; and
 - e. assist local communities and businesses to identify the most promising areas for economic expansion.
2. ABAG will continue to engage in cooperative economic research efforts with other organizations of regional scope (such as the Bay Area Council) and with the research departments of banking institutions.
 3. Drawing on existing studies by counties and private organizations, ABAG will update and keep current a file on major available industrial sites in the region and, using computer mapping techniques, will link this information to 1980 Census demographic information on population in the immediate vicinity of each site.

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

1. Public agencies and private research organizations should keep ABAG staff informed of their published reports and other available information on the region's economy.

POLICY 5: Provide information to assist local communities in identifying areas suitable for future development within Bay Area communities and in achieving balance between residential and industrial growth.

SERVICE

1. ABAG, through its ongoing technical assistance programs to its member governments and other research efforts, will provide planning information for local government on sites for future development which help balance residential and industrial growth in the region.
2. ABAG will make available findings of Santa Clara Valley, East Bay, and other subregional studies on development problems associated with relative supplies of commercial and industrial lands and transportation linkages, and recommend possible solutions to these problems through action at the local level.
3. ABAG will update and maintain the industrial site study, identifying and describing characteristics of available sites within the region for industrial development.
4. ABAG will develop a location model to evaluate sites for economic activities based on accessibility and proximity to the labor force.

POLICY 6: Develop an ongoing public/private sector forum to address the major issues confronting the Bay Area's economy and encourage formation of joint local government/industry task forces on

specific areas of concern.

SERVICE

1. ABAG will provide a forum for focusing on regional capital investment needs, by convening a biannual conference of public and private sector officials concerned with economic development.
2. As part of a regionwide linkage program for employment training and economic development activities, ABAG will convene a series of workshops and seminars to address current employment growth issues.

POLICY 7: Examine actions that will provide adequate, reliable sources of energy, especially electric power, for the Bay Area consistent with other regional objectives.

IMPLEMENTING ACTIONS--ABAG

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

See Energy section of Environmental Quality Chapter for related implementing actions and recommendations.

POLICY 8: Increase transportation and transit access, and encourage clustering of jobs to efficiently utilize the region's transportation system.

IMPLEMENTING ACTIONS--ABAG, MTC

See Transportation chapter (Metropolitan Transportation Commission's Regional Transportation Plan) and Regional Strategies chapter, urban development section

for policies, implementing actions and recommendations.

POLICY 9: Improve allocation, coordination, and targeting of federal, state, and local resources for basic facilities needed to encourage private investment consistent with the region's economic development objectives.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide a forum for focusing on regionally significant capital investment needs, by convening a biannual conference of public and private sector officials concerned with economic development.
2. Using a negotiated investment strategy, ABAG will:
 - a. Work with local government officials and private sector leaders to identify a priority package of key public and private investments needed in the next five years for economic revitalization in the Bay Area to ensure a strong regional economy; and
 - b. Work with regional, state, and federal agencies to reach agreements on the implementation of priority projects by efficiently coordinating public policy and limited public funds.

ADVOCACY

1. ABAG will work with the Bay Area Congressional delegation to

identify a list of key federal projects that can benefit many communities in the Congressional Districts of the Bay Area.

REVIEW

1. In its plan and project review function, as resources allow, ABAG will support wastewater treatment, assisted housing, and other proposed projects that are consistent with the regional capital improvement program.

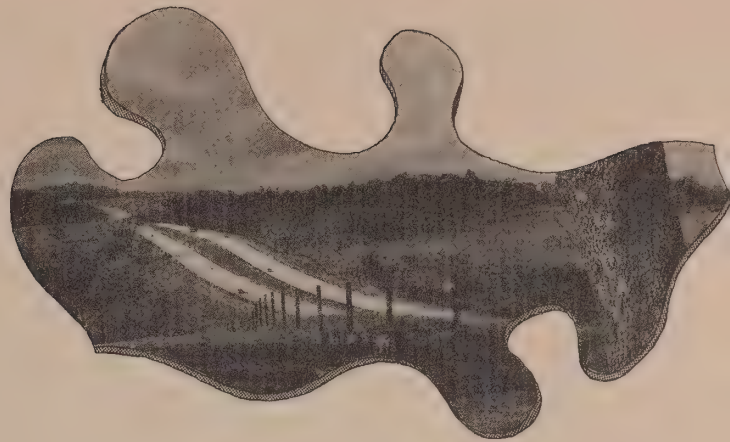
RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Local government officials

should work together through the Association and with MTC and the Regional Water Quality Board to help identify the specific projects needed and to cooperate with a program designed to maximize regional benefits from federal and state funds.

RECOMMENDATIONS--PRIVATE SECTOR

1. Private investors should identify to public officials projects that respond to market opportunities and can contribute to meeting the region's needs, emphasizing cooperative ventures with public agencies whenever feasible.



ENVIRONMENTAL QUALITY

ENVIRONMENTAL QUALITY

The natural environment encompasses air and water and the physical, biological, and aesthetic resources, productive capabilities and constraints intrinsic to land. This chapter contains objectives, policies and actions for:

- o Integrated Environmental Management
- o Water Quality
- o Water Supply
- o Solid Waste
- o Air Quality
- o Energy
- o Critical Areas
- o Affirmative Action in Environmental Management Planning

REFERENCES

1980 Bay Area Water Quality Management Plan. Association of Bay Area Governments in cooperation with the San Francisco Bay Regional Water Quality Control Board, the Council of Bay Area Resource Conservation Districts, and the Counties of the Bay Area, July 1980.

1979 Bay Area Air Quality Plan. Association of Bay Area Governments in cooperation with the Bay Area Air Quality Management District and the Metropolitan Transportation Commission, January 1979; Modifications, May 1979.

San Francisco Bay Area Environmental Management Plan. Association of Bay Area Governments in cooperation with the Bay Area Air Pollution Control District, the Metropolitan Transportation Commission, the San Francisco Bay Regional Water Quality Control Board, and the Counties of the Bay Area, June 1978.

Areas of Critical Environmental Concern. Association of Bay Area Governments, May 1976.

ENVIRONMENTAL MANAGEMENT

ENVIRONMENTAL MANAGEMENT

Regional Problems and Opportunities

ABAG's Environmental Management Program was the nation's first attempt to produce an integrated plan for solving problems of air, water and solid waste in a large metropolitan area in which a large number of general and single purpose agencies share responsibility for improving environmental quality.

Integrated planning has two major advantages:

1. It produces a plan with different parts (water quality, air quality, solid waste and water supply) that are consistent with one another.
2. The process of developing and approving the plan allows the following:
 - o Elected officials of cities and counties and the public can examine the overall costs and benefits of all parts of the plan and thereby make a more informed decision about its merits.
 - o Single-purpose regulatory agencies can see how their part of the plan affects

and is affected by other parts.

To assure consistency among the different parts of the plan--which were developed separately and then integrated--agreement was reached among a number of agencies to use the same background data. These data included projections of population, land use and employment, as well as data on air pollutant emissions, wastewater flows and water supply needs.

Federal law requires both a continuing Environmental Management Planning process and an annual update of the initial plan. Updating the plan involves a continuing environmental, social and economic assessment of the recommended actions of the updated plan, the revision of governmental and financial measures for implementing the updated plan, and the development of measures to mitigate the adverse effects of the control measures designed to meet the region's environmental goals.

To date this process has been followed in updating the Air Quality (January and May 1979) and Water Quality (July 1980) Management components of the 1978 Environmental Management Plan.

ENVIRONMENTAL MANAGEMENT

POLICY 1: The process for continued environmental management planning and plan update should be based on that established for the initial Environmental Management Plan.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will establish the required policy body to manage the continuing planning process.
2. ABAG will maintain appropriate technical advisory committees.
3. ABAG will continue a broad based public participation program.
4. ABAG will update the EMTF procedures to guide the continuing planning process for environmental management planning.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

EPA, SWRCB, ARB, SSWMB

1. Designate ABAG as the lead agency for the federally required continuing planning process.

EPA, SWRCB, ARB, SSWMB, OPR, RWQCB

1. Continue the Program Review Board.

POLICY 2: The major purpose of the continuing planning process should be the yearly update of the Environmental Management Plan.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will include in the annual plan update, adopted by the General Assembly, the following items:
 - o A summary of benefits, costs and progress of plan implementation during the preceding year.
 - o Changes recommended as a result of environmental management actions taken during the preceding year, if necessary.
 - o Revisions that may be appropriate if Federal or State environmental quality standards are changed or if unanticipated technological advances occur.
 - o New policies and actions, including governmental and financial recommendations for implementation, as well as an assessment of their economic, social and environmental impacts.
 - o Recommended response to changes by State, Federal and implementing agencies.
 - o Formal actions on conditions adopted by State or Federal agencies when approving the previous year's updated plan.
2. ABAG will include in the continuing planning process an

annual status report to the General Assembly from EPA, appropriate State agencies and ABAG on compliance with all applicable air quality, water quality and solid waste standards and regulations in metropolitan areas of California and the nation. If it is demonstrated that Federal, State and local governments are not taking all reasonable steps to ensure equitable administration and enforcement of such standards, ABAG staff shall make recommendations to the Executive Board and General Assembly for modifying control measures of the Environmental Management Plan.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

MTC, BAAQMD, RWQCB, SSWMB, Department of Health Services, EPA

1. Take action on appropriate portions of the updated plan.

POLICY 3: Continued planning requires the completion of tasks that are integrative among the several management plans.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will, as control measures are refined and updated, conduct a continuing assessment of their social, economic and environmental effects, and develop mitigating measures as appropriate.
2. ABAG will ensure consistency among the management plan elements.

3. ABAG will, with BAAQMD, County solid waste management agencies, energy project proponents, examine and develop recommendations for resolving conflicts between energy generation facilities and air quality standards.

POLICY 4: Adequate and consistent sources of funds must be made available to finance the continuing planning process, including the annual plan update.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will, for a period up to two years following approval of the initial plan, use local sources, including local dues to ABAG, primarily to provide the required matching funds for Federal or State planning assistance.
2. ABAG will give high priority to the following sources for financing the continuing planning process:
 - o Continued funding under the Federal Water Pollution Control Act amendments of 1972;
 - o Funding under the Clean Air Act amendments of 1977; and
 - o Funding under the Resource Conservation and Recovery Act of 1976.
3. ABAG will develop and propose governmental and financing mechanisms for planning and

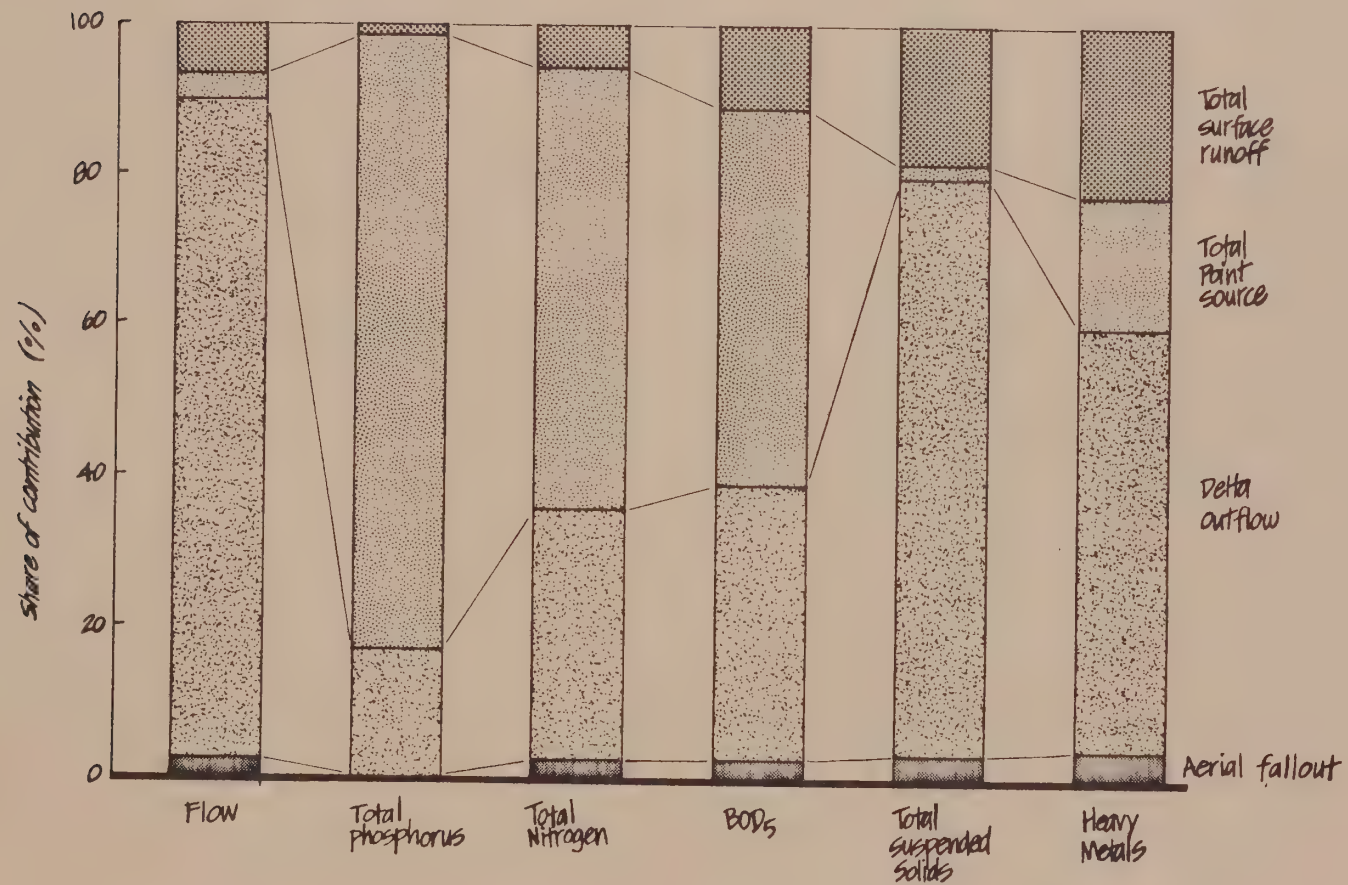
implementation beyond the first two years following plan approval.

4. ABAG will develop and recommend a long-term program for

financing environmental planning and coordination beyond the initial two year period, using a combination of local, State and Federal funds.

WATER QUALITY

Freshwater and Pollutant Contributions to San Francisco Bay Area Surface Waters in 1978



WATER QUALITY

Regional Problems and Opportunities

Water quality in the region declined from the time the area was settled until around 1950. Water pollution control actions taken since that time have resulted in substantial improvements. However, some of the waters remain polluted; that is they remain unsuitable for swimming, fishing or other uses that we might reasonably expect.

Serious water quality problems remaining in the region are:

- o Intermittent and localized obvious pollution as a result of inadequately treated or dispersed municipal and industrial wastewater discharges.
- o Subtle and poorly understood adverse effects on aquatic life probably caused by toxic materials from a variety of sources.
- o Bacterial contamination of shellfish.
- o Siltation, aesthetic degradation and other pollution caused by surface runoff.
- o The probably adverse effects of further reductions in freshwater inflow to San Francisco as a result of proposed upstream diversions.
- o The unknown but potentially adverse effects of agricultural wastewaters discharged from the proposed San Joaquin Valley agricultural drain.

- o The potentially harmful effects of a major oil or chemical spill.
- o Other problems resulting from vessel discharges, failing septic tanks and dredging activities.

Obvious Pollution

This problem can be solved by constructing wastewater treatment and disposal systems. When presently planned municipal and industrial facilities are completed in the early 1980's gross pollution will be eliminated.

Pollution Caused by Toxic Materials

There is growing evidence suggesting that some toxic materials are harming aquatic life. Removal of toxic substances from waste discharges and surface runoff is often difficult and expensive. In view of this and the lack of conclusive evidence of harm, the recommended strategy is to reduce the discharge of toxic substances where this can be done easily and relatively inexpensively. At the same time research should be undertaken to determine whether harmful effects are, indeed, occurring and if further removals are justified.

Contamination of Shellfish

Eighty years ago the Bay supported a flourishing shellfishing industry. Although many large beds of shellfish still exist today they are largely an untapped resource. Contamination with bacteria and viruses, some of which may cause disease in man, is the reason for the current prohibition of recreational and commercial shellfish harvesting in

San Francisco Bay. Other contaminants of concern are synthetic organic compounds and the water quality policies and actions recommend a two part strategy for realizing the potential of shellfish in the Bay. The first part of the strategy is to increase controls on the sources of contaminants. The second part is a program of surveying, monitoring and testing to ensure that any shellfish beds opened to harvesting are indeed safe.

The principal sources of bacteria are municipal sewage discharges, surface runoff, combined sewer overflows and vessel discharges. When the present program of wastewater treatment plant construction is completed municipal discharges will become an insignificant source of bacteria. Combined sewage overflows, that is overflows from combined sewage and stormwater collection systems during storms, are the subject of ongoing control programs in San Francisco and Oakland, the only communities in the region which have them. The control strategy recommended in the Water Quality Management Plan includes initiating a surface runoff control program and increasing regulation of vessel discharges.

Pollution Caused by Surface Runoff

As rain falls on the land and flows to streams, lakes and the Bay, it picks up material from the surfaces it flows across. The materials incorporated into surface runoff depend on the type of surface and the use of the land. In cities, large areas are covered by asphalt and concrete, preventing percolation of the rain into the soil. Litter, animal wastes, soil particles, oil and grease, plant material and various chemicals are flushed from the urban area by the water flowing

over the surface. In open areas the rain and flowing water erode exposed soil and carry this along with plant matter and animal wastes into neighboring water bodies. Polluted surface runoff often has an adverse effect on the receiving waters causing oxygen depletion, siltation, bacterial contamination and aesthetic degradation. Adverse effects can be minimized by reducing the accumulation of pollutants prior to runoff, by reducing the peak flow or volume of runoff, by controlling land-use in sensitive areas and by treating and storing runoff.

Reductions in Freshwater Inflow to the Bay

The major freshwater inflow to the Bay comes from the Sacramento-San Joaquin Delta. Upstream diversions have substantially reduced annual flow volumes reaching the Bay, and additional diversions are proposed. The flow reductions are of concern on two accounts:

- o Certain minimum flows are required in summer to keep salt water away from agricultural, municipal, and industrial supply intakes in the Delta and to protect migrating fish.
- o Winter flood surges from the Delta above a certain magnitude reduce salinity markedly throughout most of the Bay system. This effect persists for several months; many biologists believe that these changes play an important role in the life cycle of some of the fish, crabs and shrimps that live in the Bay.

The strategy for solving this problem

has three parts: the first part accomplished here recommends the establishment of an interim flow allocation for estuarine preservation as part of the water quality objectives for the region, based on current knowledge. The second part includes studies to determine more accurately the amount of water necessary to preserve the estuary. The third part recommends to the State a permanent flow allocation for this purpose.

The San Joaquin Valley Agricultural Drain

Agricultural productivity in parts of the San Joaquin Valley is impaired by high groundwater levels. Consideration is being given to the construction of a drain designed to lower groundwater levels; this drain probably will discharge salty, nutrient-laden waters to the bay between Martinez and Antioch. If this occurs, water quality problems in the bay can be minimized by establishing appropriate quality standards for the drain discharge.

Accidental Spills

The quantities of oil, petrochemicals and other hazardous materials being processed in, and transported through, the Bay Area are considerable. The risk of a large damaging spill continues; hundreds of smaller spills occur annually. At present, responsibility for spill prevention and clean-up is shared by many agencies at different levels of government. These agencies, along with private industry, have developed extensive programs for dealing with all spills, with an emphasis placed on petrochemicals. However, due to the number of regulations, agencies and private organizations involved, it is difficult to determine the effectiveness of present practices.

Instances of poor interagency coordination and inconsistencies in regulations have been noted. The Federal government recently issued new regulations defining what constitutes a spill of hazardous materials and establishing penalties for accidental spills. It is too early to determine the full effect of these new regulations. The best approach appears to be to monitor the implementation of the new regulations for a year and if doubts about the effectiveness of existing practices still exist conduct two studies. One study would deal with inland spills. These studies would lead to the identification of any gaps in local arrangements for spill prevention and clean-up should they exist. Support of national and international efforts to regulate the construction and operation of vessels transporting hazardous materials is also recommended.

Miscellaneous Problems

Localized water pollution problems are caused by failing septic tanks, discharges from vessels in confined waters and dredging activities. Stricter, uniform standards for septic tanks together with public responsibility for maintenance of new and certain existing systems is the recommended strategy for on-site disposal problems. To deal with vessel wastes, public education programs and on-shore receiving facilities for wastes from pleasure craft holding tanks are recommended; more stringent measures may be necessary later. In all three categories noted here, monitoring and research programs are advised.

In FY 1978-79, impacts of water quality control measures on other regional planning objectives were analyzed as part of an overall assessment to improve consistency

between the Environmental Management Plan and the Regional Plan. General findings were that adverse impacts of water quality control measures fell most heavily on housing, economic development and equity objectives. A number of mitigating actions were approved by the General Assembly in 1979. These actions are added to the policies and actions of the June 1978 Water Quality Management Plan for the Bay Area.

In July 1980, additional control measures for certain pollution sources affecting Bay Area waters were approved and are included here.

The implementing actions address:

- o Extra regional proposals affecting Bay Area waters.
- o Municipal wastewater treatment needs, specifically including consideration of potential recreational opportunities in designing wastewater and surface runoff facilities.
- o Surface runoff and erosion related problems.
- o Chemical spills.

WATER QUALITY

POLICY 1: Improve understanding of the Bay-Delta Estuarine System and the fate and effects of pollutants entering it.

IMPLEMENTING ACTIONS--ABAG

1. In cooperation with the Regional Water Quality Control Board, integrate water quality data with existing regionwide data management system.
2. Support programs and proposals to protect water quality of the San Francisco Bay-Delta estuarine system.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

Regional Water Quality Control Board

1. Establish San Francisco Bay Delta Research Advisory Council.
2. Advised by SFBDRAC, prepare and disseminate through media and other sources, an annual "State of the Waters" report.

Regional Water Quality Control Board; State Water Resources Control Board; San Francisco Bay Delta Research Advisory Council

1. Conduct receiving water monitoring program for San Francisco Bay.
2. Evaluate and establish research goals.

POLICY 2: Establish the continuing planning process for water quality

management.

IMPLEMENTING ACTIONS--ABAG

1. Execute a Memorandum of Understanding with the Regional Water Quality Control Board to integrate Bay Area Water quality planning, including the establishment of a joint water quality planning staff.
2. Execute a Memorandum of Understanding with the State Water Quality Control Board to integrate ABAG's A-95 grant review function with the SWRCB's decision-making responsibilities for Sec. 201 wastewater facilities projects.
3. Reaffirm water quality objectives designed to protect beneficial uses as the foundation of the water quality management plan.
4. With the RWQCB and county lead agencies, update the water quality element of the EMP annually from 1979. This includes the 20-year project list and the county surface runoff plans.
5. As control measures are refined and updated, conduct a continuing assessment of their social, economic and environmental effects and develop mitigation measures as necessary.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

SWRCB

1. Establish interim standard for delta outflow to the Bay during

winter months.

POLICY 3: Facilitate the reestablishment of recreation and commercial shellfish harvesting in the Bay as allowed by water quality.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

RWQCB, State Department of Health Services, Department of Fish & Game

1. Conduct a preliminary survey and assessment of shellfish beds in the Bay.

RWQCB, Department of Health Services, County Health Departments

1. Establish a systematic monitoring and sampling program of selected shellfish beds.

Department of Health Services, Department of Fish & Game

1. Establish an agreement for patrolling shellfish beds.

Department of Health Services

1. Establish criteria for commercial shellfishing in the Bay and evaluate methods of harvesting.

POLICY 4: Ensure that water pollution control facilities or measures effectively protect water quality.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

RWQCB

1. Issue and update monitoring requirements appropriate to permit conditions in conformance with regionwide monitoring network.

Sewerage Agencies and Individual Private Companies

1. Monitor performance of municipal and industrial wastewater systems in accordance with monitoring requirements.

RWQCB and Local Agencies

1. Publish annual report summarizing results of dischargers self-monitoring program.

POLICY 5: Provide facilities needed for municipal sewerage service and water quality protection.

IMPLEMENTING ACTIONS--ABAG

SERVICE

ABAG will, on request:

1. Assist local governments and special districts in developing demographic profiles to identify population groups in the service area needing assistance in meeting increased user charges, as the basis for preparing financing plans that assure a consistent level of service to all income groups, regardless of ability to pay.

2. Assist local governments and special districts in:

- o identifying employment impacts and opportunities related to construction, operation and maintenance of wastewater treatment facilities.

- o cost-benefits analyses of proposed projects.

3. Assist local governments in the use of the CRIS Model, BASIS, Land Capability Analysis and other techniques to anticipate and assess wastewater treatment plant impacts related to characteristics of proposed development sites, e.g., geologically hazardous areas, unique recreation opportunities, agricultural land, etc.

ADVOCACY

ABAG will advocate:

1. Improved integration among State and Federal financial assistance and regulatory programs for environmental quality, housing, economic development and manpower training.
2. Manpower training funds to ensure needed labor skills are available for wastewater treatment facilities construction, operation and maintenance; provide retraining.

REVIEW

ABAG will, subject to available staff resources:

1. In reviewing financial plans of

proposed municipal wastewater treatment projects, comment on actions that will have adverse impacts on lower income people in the service area.

2. In reviewing plans, projects and applications for new or expanded wastewater treatment projects, comment on effects of construction/expansion of short- and long-term employment opportunities for residents of the service area, disadvantaged groups.

3. In reviewing plans, projects and applications for wastewater treatment projects, comment on the potential effects of development resulting from the project on:

- o local efforts to direct development away from geologically hazardous areas;

- o local efforts to preserve agricultural lands;

- o existing socio-economic characteristics of service area neighborhoods or communities; and

- o areas offering regionally significant recreation opportunities because of size, accessibility to disadvantaged groups, unique or specialized recreation potential.

Data for determination of consistency is to be furnished by the applicant. Relevant information and analytic assistance available from ABAG is listed under SERVICE, above.

IMPLEMENTING ACTIONS--ABAG, RWQCB

1. Consolidate preparation of 20-year municipal wastewater facilities project list.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

Sewerage Agencies, Cities, Counties

1. Expand capacity of existing facilities and provide new facilities for municipal sewage collection, treatment and disposal according to the 20-year project list. Level of treatment to depend upon State and Federal regulation.
2. Evaluate potential recreational facilities and benefits during water quality protection facility planning.
3. Incorporate recreational facilities into water quality protection projects where economically justified.
4. Consider recreational facilities as mitigation measures offsetting possible negative impacts of water quality protection projects.

Regional Water Quality Control Board

1. Issue and update limits for municipal dischargers in conformance with the EMP.

POLICY 6: Encourage consolidation of treatment facilities and discharge of wastewater to well-mixed receiving waters where economically justified

and environmentally desirable.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. Review, in 208 agency and A-95 capacities, all proposed projects to consolidate facilities, for conformance with the above policy.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

SWRCB, RWQCB

1. Review all proposed facilities for consistency with the above policy.

POLICY 7: Accelerate programs toward reclamation and reuse of wastewaters.

(SEE WATER SUPPLY PLAN) •

POLICY 8: Establish a program of surface runoff controls that emphasize low cost measures to reduce the pollutant load from this source.

IMPLEMENTING ACTIONS--ABAG

SERVICE

ABAG will, on request:

1. Assist local governments and special districts in developing demographic profiles to identify population groups needing assistance in meeting increased

user charges resulting from implementation of surface runoff controls, as the basis for preparing financing plans that assure a consistent level of service to all income groups, regardless of ability to pay.

2. Assist local governments and special districts in cost-benefits analysis and identifying employment impacts of surface runoff controls.

ADVOCACY

ABAG will advocate:

1. Special State and Federal funds to assist population groups adversely affected by surface runoff projects and programs proposed by local governments and private interests to comply with environmental regulations.
2. Incentives to the private sector to minimize costs of surface runoff activities passed on to consumers in product prices.

REVIEW

ABAG will, subject to available staff resources:

1. In reviewing plans, projects and applications for surface runoff management projects, e.g., street sweeping, controlling use of certain chemicals, cleaning storm sewers, controlling erosion, comment on effects on:
 - o short- and long-term employment opportunities for residents of the service area, disadvantaged groups; and
 - o potential job losses (from controlling use of certain

chemicals).

2. In reviewing plans, projects and applications for surface runoff management projects, comment on actions that would cause a decline of housing or neighborhood quality.
3. In reviewing financing plans for surface runoff projects, comment on proposed actions that would have adverse impacts on housing and employment opportunities for lower income people in the jurisdiction.

Data for determination of consistency with regional policies is to be furnished by the applicant. Relevant information and analytic assistance available from ABAG is listed under SERVICES above.

OTHER

1. Conduct regional aspects of surface runoff programs, including modeling of effects on Bay-Delta, public education, model ordinances, assistance on determination of management practices.

IMPLEMENTING ACTIONS--ABAG, with Counties

1. Adopt regionally consistent definition of Best Management Practices and revise as new information warrants.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

Counties, as lead agencies for local governments, Resource Conservation Districts and other special districts as appropriate.

1. Implement county surface runoff

plans after adoption by the cities and counties within each county, including:

- o improved street sweeping
- o controlling use of certain chemicals
- o cleaning storm collection systems
- o controlling littering
- o controlling dumping
- o repairing streets
- o ensuring proper operation of septic tanks
- o other measures
- o controlling erosion/improving agricultural practices
- o establishing a public information/education program
- o diverting runoff from contaminated areas
- o treating and storing runoff
- o controlling land use along creeks
- o establishing water quality monitoring program
- o establishing a surface runoff administrative structure and procedures for continuing planning.

2. Adopt and implement effective ordinances and programs for the control of construction related erosion.

3. Implement other Best Management Practices as needed to protect beneficial uses of receiving waters.
4. With ABAG, identify critical watershed problem areas.
5. Adopt watershed protection plans for critical areas.

POLICY 9: Provide facilities for industrial wastewater treatment and disposal and water quality protection

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

ABAG will advocate:

1. State and Federal loans/loan guarantees to facilitate compliance by industrial dischargers, giving priority consideration to small businesses facing excessive costs in acquiring Small Business Administration and California Pollution Control financing authority loans, to minimize closures.
2. Other Federal and State incentives to facilitate compliance and minimize costs passed on to consumers in increased product prices.

REVIEW

ABAG will, subject to available staff resources:

1. Support applications for Federal and State assistance for local economic development programs in

areas where it can be shown that water pollution control requirements have caused industry closures.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

RWQCB

1. Issue and update permits for direct industrial discharges.

Sewerage Agencies

1. Issue and update permits for industrial discharges to municipal sewer systems.

RECOMMENDATIONS TO PRIVATE SECTOR:

Individual Private Companies:

1. Expand existing and provide new facilities for treatment and disposal of industrial wastes discharged directly to receiving waters.
2. Expand existing and provide new facilities for pretreatment of industrial wastewaters discharged to municipal sewer systems.

POLICY 10: Reduce sewage pollution from vessels, including houseboats, in the Bay-Delta system.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

RWQCB

1. Improve monitoring and documentation of vessel waste pollution.

2. Conduct public hearing(s) and establish discharge prohibitions as appropriate.

RWQCB, U.S. Coast Guard

1. Inform boating public of marine sanitation device program.

California Department of Navigation and Ocean Development

1. Revise DNOD's loans and grants programs to fund pump-out facilities and on-shore toilets.

RECOMMENDATIONS TO THE PRIVATE SECTOR

Marina/Harbor/Launch Area Owners

1. All marinas and harbors to provide vessel holding tank pump-out facilities.
2. All marinas and harbors to provide on-shore toilet facilities.

POLICY 11: Improve wastewater disposal practices in unsewered areas.

IMPLEMENTING ACTIONS--ABAG

SERVICE

ABAG will, on request:

1. Assist local governments in developing demographic profiles to identify population groups in the service area needing assistance in meeting costs of compliance with on-site disposal standards, as the basis for preparing financing plans that assure a consistent level of service to all households in

unsewered areas, regardless of ability to pay.

2. Assist local governments and special districts in cost-benefit analysis and identifying employment opportunities associated with compliance with septic tank regulations.
3. Assist local governments to identify and develop community planning programs to address impacts of compliance with septic tank regulations on location, timing, density and amount of new development, where such impacts might occur.

ADVOCACY

ABAG will advocate:

1. Special State and Federal funds to assist population groups adversely affected by projects and programs proposed by local governments and private interests to comply with improved wastewater disposal practices in unsewered areas.

REVIEW

ABAG will, subject to available staff resources:

1. In reviewing plans, projects and programs for wastewater disposal practices in unsewered areas, comment on effects on short- and long-term employment opportunities for residents of the service area, disadvantaged groups.
2. In reviewing plans, projects and applications, support community planning programs addressing growth-related impacts resulting

from compliance with on-site disposal standards.

Data for determination of consistency with regional policies is to be furnished by the applicant. Relevant information on analytic assistance available from ABAG is listed under SERVICE, above.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

RWQCB, with assistance from County Health Departments

1. Establish minimum regionwide standards for on-site disposal systems.

City and County Governments

1. Incorporate new standards in local building codes and ordinances.
2. Inspect periodically new on-site disposal systems, including septic tanks, and establish procedures to ensure proper maintenance.
3. Establish procedure for inspection and maintenance of existing on-site systems where appropriate.

Local Sewerage Agencies

1. Where on-site systems are inappropriate, install sewerage systems.

Governor's Office of Appropriate Technology

1. Promote research of on-site disposal systems.

SWRCB

1. Revise State grant program to ensure consideration for funding on-site systems.

RECOMMENDATIONS TO PRIVATE SECTOR

Private Industry

1. Promote research of on-site disposal systems.

POLICY 12: Monitor effectiveness of existing arrangements for preventing and dealing with oil and chemical spills in the Bay Area.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate Federal and State incentives to industries to facilitate compliance and minimize costs passed on to consumers in increased product prices.

OTHER

1. Monitor the implementation of new hazardous substances regulation.

IMPLEMENTING ACTIONS--ABAG, with County and State OES, fire districts, county health agencies, police services, RWQCB, Fish and Game, Caltrans, manufacturers, transporters.

1. Prepare and implement a regionally coordinated chemical spill response plan.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

SWRCB

1. Establish a task force to investigate non-petroleum hazardous chemical spill problems in off-shore waters, bays and estuaries of California, and make recommendations.

Local Fire Departments, County Offices of Emergency Services

1. Develop local roadway and railbed spill containment and cleanup capabilities.
2. Amend county spill plans to include containment of all non-hazardous chemical spills exceeding 100 gallons.

U.S. Coast Guard

1. Reevaluate need to upgrade vessel traffic system in Carquinez Strait and N. San Pablo Bay.

California Legislature

1. Unless preempted by Federal law, enact State legislation to increase liability of spillers and compensate for oil spill damage.

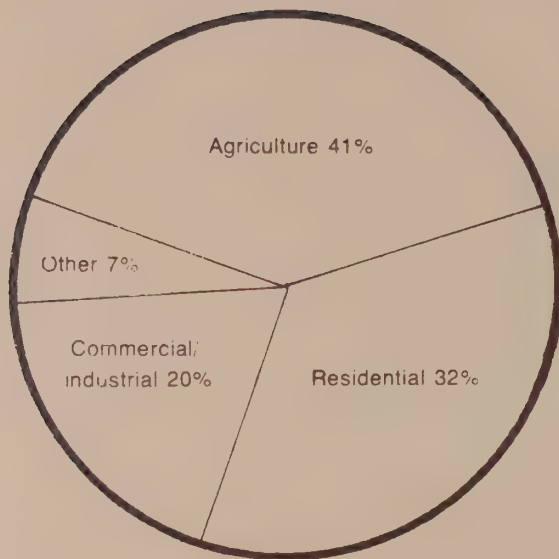
U.S. Department of Transportation, U.S. Congress

1. Promulgate final Federal regulations proposing improvements in requirements for navigational aids and tanker construction.
2. Investigate cleanup and preventive measures for inland spills of all potentially hazardous or toxic chemicals in the Bay Area and make recommendations for improvement.

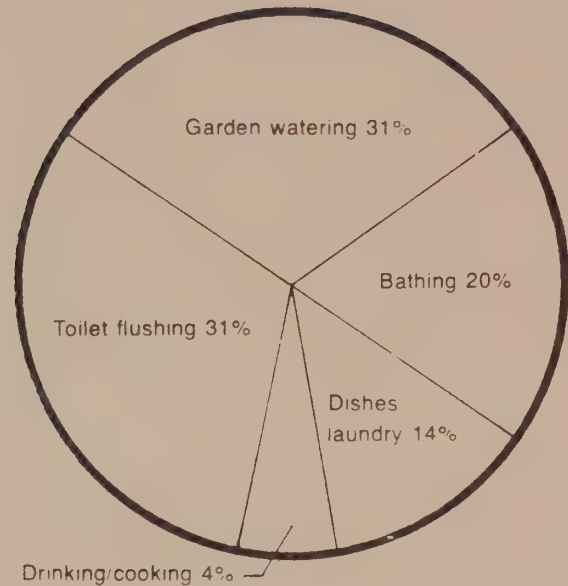
WATER SUPPLY

Figure 1

Bay Area water use

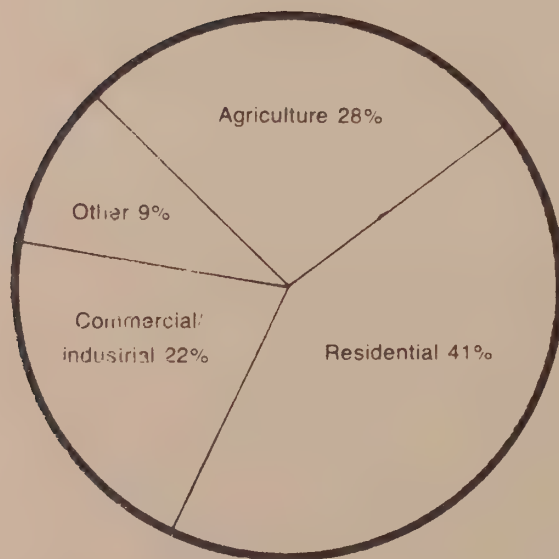


1580 mgd
Total

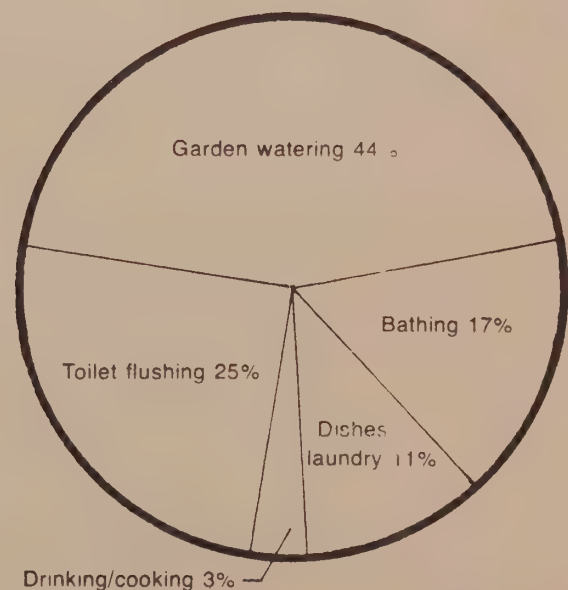


Residential

1975



1954 mgd
Total



Residential

2000

WATER SUPPLY

Regional Problems and Opportunities

To refer to the water supply situation as a problem is in some ways a misnomer. Until 1976-77, few activities in the region had been limited by lack of water. Water supplies had rarely been rationed and then only for brief periods. Perhaps a better term would be the water supply dilemma. The dilemma is how to reconcile our need for water with concerns about the environmental effects of developing new water supplies. Three factors affect the dilemma: the growing demand for water, the traditional approach to water supply planning and the way the water supply industry is organized.

Water Demand

The demand for water in the region is expected to rise from its 1975 value of 1610 mgd to 1800-2013 mgd by the year 2000, depending on the population increase. Figure 1 shows what the Bay Area uses its water for--now and projected into the future. At present, two-fifths of the water supplied to the Bay Area is used for agriculture, mostly in the northern counties. Agriculture's share is expected to drop to less than one-third of the total in 2000, as farm land is used for new homes and businesses. On the other hand, residential demand will rise from about one-third of the total at present to a little over two-fifths in 2000. Commercial and industrial water use will remain fairly constant for the next twenty-five years.

There are a number of ways to satisfy the demand for water. We can reduce demand by saving water; we can reclaim and reuse wastewater and we can develop previously untapped water sources. Determining what the mix of these options will supply the region

with water at a minimum monetary and environmental cost is at the heart of the water supply dilemma.

Water Supply Planning

The planning of most engineering works that are affected by unpredictable natural phenomena is based on a calculated risk. Traditional water supply planning, on the other hand, is based on the principle that unrestricted water should be available to all consumers during the driest period of record. In the Bay Area, until recently, this was the dry period experienced between 1928 and 1935. The 1976-77 drought was more severe than all earlier ones for which records are available. When the full extent of that drought is known, and if traditional water supply planning methods are retained, future water supply projects will be sized to provide unrestricted water use during a drought as severe as the one in 1976-1977.

The cost of new water supply projects in both monetary and environmental terms is high. On the other hand the cost and inconvenience of occasional restrictions on water supply may be slight. It appears worthwhile to examine the traditional approach to water supply planning in the light of these trade-offs. Perhaps it is better to live with a greater risk of rationed water supplies if it allows us to build fewer water supply projects.

Institutional Arrangements for Water Supply

Water is supplied to Bay Area residents by 83 separate water distribution agencies from eight different sources. These institutional arrangements, developed

in the first half of this century, were well suited to the needs of the time; growth was rapid, communities were separated by broad areas of undeveloped land, water was abundant and public perceptions of the environmental damage caused by massive engineering works were low.

Circumstances have changed. Growth is slowing down. Although most cities maintain separate governments, physically and economically they merge into one another and into a metropolitan whole. Water can only be regarded as abundant if we are prepared to support the cost and accept the environmental consequences of large-scale water storage and conveyance facilities. It is becoming clear that water supply planning must be undertaken from a regional perspective if we are to use the water available to the area in a way that delivers water to the consumer at a minimum monetary and environmental cost.

Division of responsibility for water supply among many agencies can lead to inefficiency. Each major agency operates fairly independently, securing its own sources. It is conceivable that this leads to the development of more separate sources than would be the case if water were distributed more efficiently within the region.

The efficiency of the Bay Area's water supply arrangements might be improved in two ways. A metropolitan water agency could be created that would be responsible for all aspects of water supply from planning to service delivery. The metropolitan agency would develop the best of the new water sources available to the region and distribute water to all parts of the region. Although an agency of this type would probably be

an efficient arrangement its creation would obviously involve drastic institutional changes which would be extremely controversial and difficult to accomplish.

A second approach appears more promising. Most of the advantages of regional water supply planning can be obtained if cooperation between existing agencies can be improved. Development of a mechanism for cooperative interagency water supply planning could lead to more efficient water use without the necessity for major institutional change.

Water Quality Problems

Most Bay Area residents are supplied with water of unusually high quality. With the exception of some temporary problems caused by the drought, no serious water quality problems exist at the present. There is the possibility, however, that several problems might occur in the future if preventative measures are not taken.

Every year numerous new synthetic organic compounds are developed for various uses throughout human society. Inevitably some of these compounds find their way into the water supply albeit in minute concentrations. Evidence is accumulating that these substances may be harmful to health. It was in response to this and other concerns that Congress enacted the Safe Drinking Water Act of 1974. The full impact of the legislation is yet to be felt and consequently any analysis of its effectiveness in dealing with the problem is deferred until the "continuing planning" phase of the EMP.

A second cause for concern is contamination of groundwater. Groundwaters are a source of water supply to over 40 cities or water

districts in the Bay Area. As the Bay Area population grows, and access to new fresh surface water supplies becomes more restricted, increasing demands will be placed upon local groundwaters.

Groundwaters can become contaminated due to overpumping. Removal of groundwater at a rate faster than it can be naturally replenished can lower the water table and let salty coastal water "pour" in. Reductions in freshwater outflow from the Sacramento-San Joaquin delta has contributed to this problem in the North Bay. The settling or sinking of land above the depleted groundwater basin is another problem that has been observed in the Bay Area. Another source of contamination is surface water percolation into the groundwaters. Obvious problems lie with faulty septic tank drainfields or well casings that may permit direct bacterial contamination of groundwater. A less obvious but still significant problem can occur where there are large numbers of properly operating septic tank

systems. The dissolved mineral content of waters from these sources, particularly the nitrate ion, can cause health problems for persons drinking the contaminated groundwaters.

A number of the large water supply agencies are actively pursuing programs to protect or restore their groundwater basins. Also, the California Department of Health Services has labored to develop safe standards for groundwater recharge. Yet there are many locations within the Bay Area where no concerted effort is being undertaken to protect groundwaters from salt intrusion or poor quality recharge, particularly excess septic tank drainage.

In order to protect this vital Bay Area resource, groundwater basin management plans could be developed. A current, serious obstacle to such an action is the lack of a complete regionwide assessment of all groundwaters, their extent, natural recharge rates, current and projected pumping rates, and recharge programs.

WATER SUPPLY

POLICY 1: Provide a safe and reliable water supply to all citizens at a minimum monetary and environmental cost.

IMPLEMENTING ACTIONS--ABAG

SERVICE

ABAG will, on request:

1. Assist local governments and special districts in:
 - o cost-benefit analysis;
 - o identifying employment and housing impacts of water supply projects; and
 - o identifying visual resources and recreational opportunities of regional significance that might be affected.

REVIEW

1. ABAG will, subject to available staff resources, in reviewing plans, projects and applications for water supply projects, comment on actions that would cause a decrease in housing opportunities for low income people or an imbalance of housing and job opportunities.

Data for determination of consistency with regional policies is to be furnished by the applicant. Relevant information and analytic assistance available from ABAG is listed under SERVICE, above.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

Major water management agencies in the Bay Area

1. Establish a water resource management coordinating committee. The committee is requested to consider the following:
 - o Evaluate the advantages and disadvantages of increased interagency water transfer.
 - o Evaluate the costs and benefits of accepting restrictions on water use during droughts.
 - o Evaluate need for new water supply projects, including interties, prior to 1985, giving priority to water conservation and reclamation.
 - o Prepare a drought contingency plan.
 - o Conduct a survey of status, use and plans for all groundwaters in the region.
 - o Prepare regional groundwater basin management plan.
 - o Evaluate the quality of water for domestic use, including an examination of the effect of further withdrawals of fresh water from the Delta and impacts which percolation of imported water may have on quality of underground water supplies in the region.

POLICY 2: Encourage water saving.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will, on request, assist local governments and special districts in identifying employment and housing impacts of actions to conserve water.

ADVOCACY

1. ABAG will advocate State and Federal legislation to provide incentives for retrofitting water saving devices in existing homes, businesses, etc., and for conserving agricultural water.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES (Public and Private Sectors)

Water Supply Agencies, Homeowners, Private Companies

1. Implement residential water savings programs in existing developments, including homes, businesses, industries and recreational areas.

Water Agencies, Developers, Private Companies, Public Institutions

1. Implement water savings programs in new developments, including homes, businesses, industries and recreational areas.

Cities, Counties and International Conference of Building Officials

1. Revise and update building codes to include water saving devices in new construction.

Water Management Coordination Committee, Water Supply Agencies

1. Evaluate changing water rate structure to encourage water saving.
2. Evaluate need for regionally coordinated public information/education program.
3. Establish a program to promote landscaping appropriate to the Bay Area climate.

WMCC, Water Agencies, Department of Water Resources, Media

1. Make public as economically as possible data on annual water use and conservation in the region.

State Legislature

1. Encourage agricultural water conservation program.

State Legislature, U.S. Congress

1. Enact legislation to provide for retrofitting water saving devices in existing homes, businesses, etc., and for conserving agricultural water.

POLICY 3: Encourage safe and cost-effective wastewater reclamation.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will, on request, assist local governments in:
 - o developing demographic information for financing plans;
 - o cost-benefits analysis; and

- o identifying employment impacts of proposed wastewater reclamation projects.

ADVOCACY

1. ABAG will advocate manpower training programs and assistance to assure necessary labor skills are available for construction, operation and maintenance of water reclamation projects; provision of retraining programs.

REVIEW

1. ABAG will, subject to available staff resources, in reviewing plans, projects and applications for wastewater reclamation, comment on short- and long-term employment opportunities for residents of the service area, especially disadvantaged groups, from construction, operation and maintenance activities.

Date for determination of consistency with regional policies is to be furnished by the applicant. Relevant information and analytic assistance available from ABAG is listed under SERVICE, above.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

Joint Powers Reclamation Agency

1. Conduct regional reclamation study

Wastewater Agencies

1. Construct cost-effective wastewater reclamation projects.

State Department of Health Services

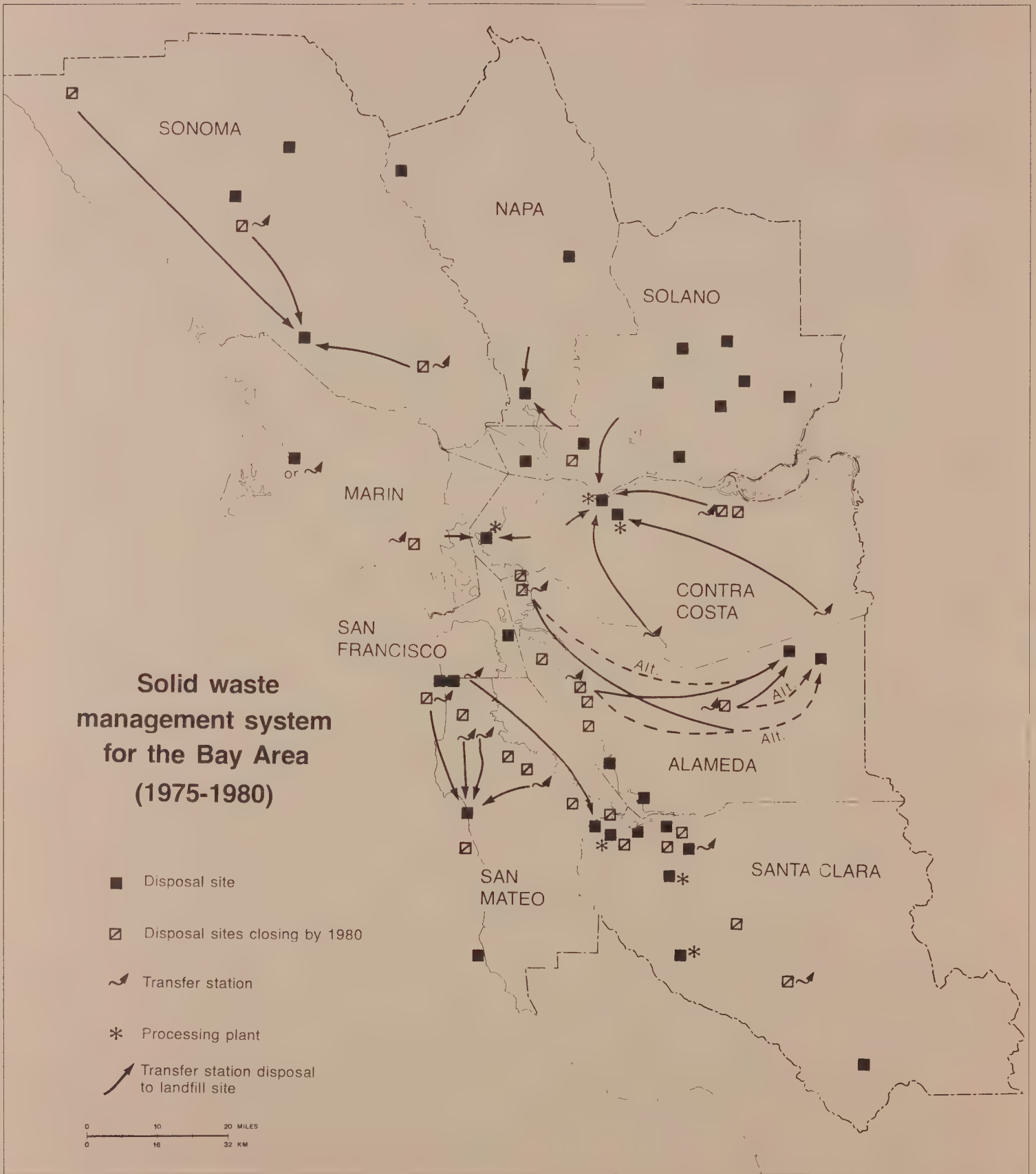
1. Expedite studies and standard setting for use of reclaimed wastewater for recharge and other purposes.

SOLID WASTE MANAGEMENT

Solid waste management system for the Bay Area (1975-1980)

- Disposal site
- ◻ Disposal sites closing by 1980
- ↪ Transfer station
- * Processing plant
- ↪ Transfer station disposal to landfill site

0 10 20 MILES
0 16 32 KM



SOLID WASTE MANAGEMENT

Regional Problems and Opportunities

"Solid waste" means any garbage, refuse, sludge from a waste treatment plant, water supply treatment plant, or air pollution control facility, and other discarded material, including solid, liquid, semisolid, or contained gaseous material resulting from industrial, commercial, mining, and agricultural operations, and from community activities.

The basic solid waste management problem in the Bay Area is that we are burying most of our wastes in landfills instead of conserving and recovering materials and energy from wastes. While landfilling of solid waste has been the easiest and cheapest method of waste disposal in the past, it will become more and more expensive as existing landfills close and new sites must be located at greater distances.

In 1975, the total quantity of solid waste generated in the Bay Area was about 11.5 million tons. Of this amount, about 4.2 million was agricultural waste (crop wastes and animal manures) that was generally returned to the soil. The remainder included 6.1 million tons of municipal wastes, 0.8 million tons of hazardous wastes and 450,000 tons of wastewater solids. Most of these wastes were disposed of in landfills and there has been a considerable amount of cross-county disposal as shown in the map below. If the wastes had an average density of 500 pounds per cubic yard and were placed on a football field, a 15 yard layer would be created every day. At the end of the year, the field would be more than 3 miles high. The same amount of waste would also fill more

than 27 skyscrapers the size of the Bank of America building in San Francisco--one every 13 days.

In general, cities, counties, and special districts are responsible for solid waste management. The cities and counties have authority for collection, processing, and disposal of wastes within their jurisdictions. Collection rates of the franchise collectors are regulated by City Councils or County Boards of Supervisors.

Many city and county agencies are involved with various aspects of solid waste management. Typically, the City and County Health Departments inspect waste disposal activities and enforce waste handling standards. The County Planning Department or Public Works Department is responsible for countywide solid waste management planning and reviews permit applications for new solid waste facilities.

Following local approval of a solid waste management facility permit, the State Solid Waste Management Board concurs with, or objects to the issuance, modification or revision of such permit, the State Department of Health Services issues permits to facilities that accept or dispose of hazardous wastes.

In addition, depending upon location and type of facility, permits for new or expanded solid waste facilities may be required from:

San Francisco Regional Water
Quality Control Board
Bay Area Air Quality Management
District
San Francisco Bay Conservation
and Development Commission
California Coastal Zone
Conservation Commission
State Lands Commission

U.S. Army Corps of Engineers

The regional solid waste management plan approved in June 1978, addressed the following environmental effects caused by solid waste problems:

1) Impairment of Air and Water Quality

Pollutants from inadequately controlled solid waste disposal sites can flow through and over the wastes to contaminate ground and surface waters. Rising dust, gases and odors at sites sometimes also cause air quality problems. Therefore, properly managed sanitary landfills are control measures for air and water pollution.

At the same time, other air and water quality control measures create vastly increased quantities of sludge that must be accommodated in landfills or processed for resource recovery. For example, wastewater solids (sewage sludge) quantities will increase two to five-fold when all of the Bay Area's secondary wastewater treatment facilities are in operation. Scrubbers and other devices using water to control air emissions turn air polluting particles into industrial sludges with a potential for impairment of water quality.

In the future, air and water quality controls will also be necessary to mitigate the effects of converting solid waste to energy.

2) Public Health and Safety Effects; Aesthetic and Nuisance Effects; Ecological Effects

Inadequate storage and disposal

of solid waste may attract flies, rodents, and other vectors of disease. Pathogens and parasites may be transmitted to humans if hospital wastes and sewage sludge are not handled properly.

Injuries may occur as a result of fires and explosions or direct contact with hazardous industrial wastes. Uncovered wastes in evaporation ponds are a danger to migratory birds. Many of these problems have been documented in the past.

Annoyance may be caused by flies, gnats, and other flying pests associated with exposed garbage. Noise, odors, smoke, and unsightliness may accompany handling and disposal of wastes.

Estuaries may be disrupted by filling the shallow reaches, mudflats, and marshes of the Bay. Established biological communities may be disrupted by the filling of canyons.

3) Resource Depleting Effects--of Land, Energy and Reusable Materials in Wastes

About six million tons of urban refuse and about 0.4 million tons of hazardous industrial wastes are currently being disposed of in landfills with minimal recovery of resources beforehand. Many of the existing landfill sites will be completely filled in less than 10 years. Removing materials for reuse before landfilling can extend the life of existing landfills, reduce the quantities of wastes that have to be trucked to distant sites, with corresponding reduction in costs, and encourage recycling of reusable materials.

If regionwide programs for separating reusable materials from urban refuse--either by households and commercial establishments or by mechanical separation after collection--had been in operation in 1975, substantial quantities of materials could have been given a second use. For example:

- o 200,000 tons of ferrous metal (from tin cans)--equivalent to the steel in 125,000 medium-sized cars.
- o 12,000 tons of aluminum (mostly from beverage containers)--equivalent to the aluminum in 100 Boeing 747s.

Considerably more energy is consumed in producing food containers from iron ore, or newsprint from trees, than is required to process cans and

newspapers for a second use. Regionwide resource recovery programs for household and commercial wastes would reduce demand on scarce energy resources as well as slow the depletion of virgin resources such as forest and minerals.

In FY 1978-79, impacts of solid waste control measures on other regional planning objectives were analyzed as part of an overall assessment to improve consistency between the Environmental Management Plan and the Regional Plan. General findings were that impact of solid waste control measures fell most heavily on housing, economic development and equity objectives. A number of implementation actions to help mitigate these effects were approved by the General Assembly in 1979. These actions are added, here, to the policies and actions of the June 1978 solid waste plan for the Bay Area.

SOLID WASTE MANAGEMENT

POLICY 1: The regional solid waste management plan should primarily be based on the county solid waste management plans, coordinated with State planning, and integrated with areawide environmental planning. Primary responsibility for adequate solid waste management shall rest with local governments.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will, on request, assist local governments and special districts in developing demographic profiles to identify population groups in the service area needing assistance in meeting increased user charges, as the basis for preparing financial plans for resource recovery projects that assure a consistent level of collection and disposal service to all income groups, regardless of ability to pay.
2. ABAG will, on request, assist local governments and special districts in cost-benefits analysis and identifying employment effects of proposed municipal waste management, recycling and resource recovery projects.

ADVOCACY

1. ABAG will advocate improved integration among State and Federal financial assistance and regulatory programs for environmental quality, housing, economic development, energy.
2. ABAG will advocate funds for manpower training programs to assure needed labor skills for

solid waste management and resource recovery facilities are available.

REVIEW

1. ABAG will, subject to available staff resources, in reviewing plans, projects and applications for solid waste management, recycling and resource recovery projects, comment on the project's effects on short- and long-term employment opportunities, especially for disadvantaged groups in the service area.

Data for determination of consistency with regional policies is to be furnished by the applicant. Relevant information and analytic services available from ABAG are listed under SERVICE above.

OTHER

1. ABAG will coordinate the regional plan with State and areawide environmental planning:
 - o Incorporate changes in county plans and on-going planning activities of other State, regional and local agencies, and include more detailed planning of regional issues.
 - o Monitor RCRA regulations and make information available to counties on impacts and opportunities.
2. ABAG will update the regional plan, including municipal wastes, hazardous wastes, and wastewater solids. Incorporate results of ongoing planning

activities of other state, regional and local agencies and including more detailed planning for regional issues.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

Counties

1. Carry out and update county plans as the basis of the regional solid waste management plan.
2. In cooperation with BCDC and the Corps of Engineers, identify emergency disposal sites for disaster-generated rubble and debris.

POLICY 2: The amount of municipal wastes going to Bay Area landfills should be reduced by 30% by 1982, with emphasis on job-intensive, inexpensive source separation, recycling measures.

(Implementing actions are included under Policies 6, 7, 8, 9, and 10.)

POLICY 3: The regional solid waste management plan should focus on multi-jurisdictional projects for waste reduction and recovery of materials and energy from solid wastes.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. ABAG will review proposed

resource recovery projects, including large-scale waste combustion projects, to ensure consistency with county and regional solid waste management and other environmental goals and standards.

OTHER

1. As resources permit, ABAG will develop additional information needed for resource recovery planning through studies and demonstration projects such as:

- o Air quality, water quality and other environmental effects of large-scale energy recovery systems.

- o The impasse between overall long-term environmental benefits of waste to energy systems and air quality regulations.

- o Technical feasibility as well as financial and social impacts of resource recovery projects.

- o Size and location of potential markets for resources to be recovered.

- o Cost and energy requirements for source separated and mechanically separated materials.

- o Feasibility of cooperative arrangements among community recycling programs for transportation, warehousing and marketing.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

State Clearinghouse, SSWMB, EPA

1. Review proposed resource recovery projects, including large-scale waste combustion projects, to ensure consistency with county and State solid waste management and other environmental goals and standards.

Local Governments, SSWMB, EPA

1. Develop additional information needed for resource recovery planning through studies and demonstration projects as listed in OTHER, above.

POLICY 4: All solid waste disposal sites must be situated, designed, operated, and eventually closed down, in a proper manner to provide protection to surface and ground water quality and the natural environment as well as protection of public health and safety.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

RWQCB, with Cooperation from SSWMB

1. Accelerate the adoption and updating of the Waste Discharge Requirements.

SSWMB, State and Local Health Departments, City and County Enforcement Agencies

1. Issue and enforce permits for solid waste facilities and disposal sites.

POLICY 5: Where possible, the existing permit process should be improved to facilitate the implementation of large-scale energy recovery projects.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will collect and make available information on existing permit procedures and on other permit coordination efforts.

ADVOCACY

1. ABAG will advocate appropriate legislative changes to improve the existing permit process for large-scale waste to energy projects.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

All permitting agencies with responsibilities for regulating energy recovery facilities.

1. Incorporate methods into existing permit process for large-scale energy recovery facilities to make it more efficient and convenient. Assist applicants by the following means:
 - o Clarify existing regulations, including time limits for review and comments, and adopt new ones where necessary.
 - o Assist in early identification of permit requirements.
 - o Hold meetings prior to

public hearing for discussion of project related issues.

POLICY 6: Federal, State and local public education programs are essential to promote awareness of the feasibility of and need for waste reduction.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate State and Federal funding for local and regional education programs.

SERVICE

1. ABAG will, as resources permit, provide public information packets and multi-media programs on waste reduction.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

SSWMB, EPA, other State and Federal Agencies

1. Make funds available to support education programs for promoting waste reduction.

Cities, Counties, School Districts

1. As funding permits, provide public information packets and multi-media programs on waste reduction. Introduce classes on waste reduction.

POLICY 7: Federal, State and local governments should adopt legislative and administrative changes which promote waste reduction, where appropriate.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate Federal and State legislation to promote waste reduction, where appropriate.
2. ABAG will advocate State and Federal incentives to facilitate compliance with new waste reduction standards, develop cost-saving methods, ease cost impacts on lower income groups.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

State Legislature and Administration; Congress and Administration

1. Change manufacturing standards and regulations where appropriate. Changes in standards and regulation of manufacturing may be needed to:
 - o reduce excess packaging
 - o prohibit manufacture of certain products, such as disposable containers
 - o standardize containers
 - o limit number of container sizes
 - o increase service life of products, e.g., appliances
 - o change design criteria (such as modular

components) to make repair more attractive than replacement.

Changes in standards and regulations of manufacturing may also be needed to encourage design, manufacture and reuse of packaging that:

- o promote energy conservation
- o promote resource conservation
- o provide incentives to manufacturers for using recycled or secondary materials

POLICY 8: Regionwide cooperation in developing stable, adequate markets for secondary materials should be facilitated.

IMPLEMENTING ACTIONS--ABAG, (in cooperation with SSWMB)

SERVICE

1. ABAG will, as resources permit, prepare and update listing of buyers of secondary materials, including estimates, quantities, quality and specifications on materials handled.
2. ABAG will, as resources permit, provide a forum for coordination among recycling centers, local governments, citizen groups, secondary markets and private enterprise.

POLICY 9: Federal, State and local governments should adopt legislative and administrative changes to support stable, adequate markets for secondary materials.

IMPLEMENTING ACTIONS--ABAG

OTHER

1. ABAG will adopt preferential purchasing policies for secondary materials, where appropriate.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

Local Governments, Regional Agencies

1. Adopt preferential purchasing policies for secondary materials, where appropriate.

State Legislature and Administration; Congress and Administration

1. Change existing Federal and State laws and regulations to support stable, adequate markets for secondary materials and products made from them. Change existing laws in the following areas:
 - o Change tax laws to eliminate favored status of virgin materials.
 - o Introduce Federal surtaxes or disposal charges on prices of virgin materials.
 - o Reform Interstate Commerce Commission's and California Public Utilities Commission's rate structures to eliminate rate differentials between

primary and secondary materials.

- o Require certain percentage of secondary material to be contained in specific products, where feasible, and set maximum permissible quantities of virgin materials in specific products.

POLICY 10: All levels of governments should encourage development of source separation programs, where appropriate.

IMPLEMENTING ACTIONS--ABAG, (in cooperation with SSWMB)

SERVICE

1. ABAG will provide information and assistance on source separation.

OTHER

1. ABAG will establish office paper recycling program.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

Regional Agencies, Local Governments

1. Establish office paper recycling programs.

Local Governments, School Districts, County Solid Waste Management Agencies

1. Adopt resolutions supporting

existing community source separation and recycling programs; acknowledge ongoing efforts (voluntary recycling centers, Bay Area Creative Reuse, etc.); encourage involvement in these programs and establish policies supporting new programs.

Legislature, Congress; EPA and SSWMB as Administering Agencies

1. Fund projects on source separation at the local, State and Federal level. Make grants or low-interest loans available for source separation and recycling projects, including oil recovery.

POLICY 11: Adequate planning for hazardous waste management requires accurate data.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will, as resources permit, assist the State Department of Health Services and the SSWMB in the actions listed below.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

Counties

1. Assist the State Department of Health Services and the SSWMB in the actions listed below.

State Department of Health Services, SSWMB

1. Conduct survey of hazardous industrial materials, the amount

of hazardous industrial waste currently being generated, what these materials are and how they are currently being disposed of.

2. Conduct surveys of hazardous hospital wastes; the amount of infectious or pathological waste currently being generated, what these materials are and how they are currently being disposed of.
3. Determine whether there is a need for additional Class I site capacity.

POLICY 12: Hazardous industrial waste reduction, source separation and recovery should be promoted in the interest of limiting land disposal.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate State and Federal incentives to facilitate hazardous waste reduction, source separation, and recovery to reduce amounts of wastes needing disposal.
2. ABAG will advocate State and Federal loan/loan guarantee programs to facilitate compliance, giving priority consideration to smaller industries faced with costly modifications in acquiring Small Business Administration and California Pollution Control Financing Authority loans--to offset cost burden differentials and minimize closures.
3. ABAG will advocate manpower

training funds to ensure necessary labor skills are available; provide retraining.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

State Department of Health Services

1. Encourage hazardous waste reduction. Encourage industry to change its processes to reduce the amount of hazardous wastes generated.
2. Encourage hazardous waste source separation. Encourage industry to avoid mixing wastes to facilitate recycling.
3. Investigate the consolidation of hazardous wastes for processing to facilitate waste processing and recovery.

Congress, EPA, State Legislature, SSWMB, Department of Health Services, Counties

1. Encourage hazardous waste resource recovery. Provide incentives to industry for resource recovery, such as:
 - o Low interest loans for new equipment.
 - o Statewide waste exchange and marketing system.
 - o Information dissemination through business association.
 - o Guidance to industry on reusing wastes.
 - o Charges to dispose of materials at Class I sites with exemptions for installations with

recovery equipment.

POLICY 13: Regulations should ensure safe and proper handling of hazardous wastes.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate State and Federal incentives to facilitate industry compliance with hazardous waste management regulations, encourage proper handling, storage and disposal, ease cost burdens on lower income people.
2. ABAG will advocate loan/loan guarantee levels sufficient to facilitate compliance, giving priority consideration to smaller industries faced with costly modifications in acquiring Small Business Administration or California Pollution Control Financing Authority loans, to offset cost burden differentials and minimize closures.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

EPA, State Department of Health Services

1. Enforce proper labeling requirements.
2. Enforce adequate storage facilities requirements.
3. Enforce requirements for

adequate record-keeping practices by waste generators.

Federal, State, Regional and Local Agencies

1. Improve procedures for preventing and handling spills of hazardous wastes:
 - o Evaluate preventive measures for oil and chemical spills on land and recommend improvements as appropriate.
 - o Provide for training of firefighters in proper procedures for handling spills in county Emergency Services Plans.
 - o Designate single responsible agency for each county for notification and handling of spills, such as the County Office of Emergency Services or the County Health Department.
2. Establish and enforce regulations for on-site disposal of hazardous wastes.

State Department of Health Services and Local Health Departments

1. Ensure proper handling of hospital wastes. Require that infectious or pathological wastes from hospitals be disposed through incineration or processed for disposal to sewers.

Congress, State Legislature

1. Provide funding for adequate enforcement of hazardous waste regulations.

POLICY 14: Future Class I disposal sites and facilities should be located so that they do not have adverse effects on human health and safety, air and water quality, wildlife, critical environmental resources and urbanized areas.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will, on request, assist affected local jurisdictions, the State Department of Health Services, and the SSWMB in developing necessary arrangements that would lead to reservation and acquisition of site(s) when need is determined.
2. ABAG will assist local governments and industry in site selection to meet stringent standards, developing financial arrangements, cost-benefits analysis, identifying employment impacts.

POLICY 15: The Regional Wastewater Solids Study recommendations, when completed, should be integrated into local and regional solid waste management plans.

IMPLEMENTING ACTIONS--ABAG,

in conjunction with SWRCB, RWQCB, wastewater treatment agencies and county solid waste management agencies.

1. ABAG will integrate the

Wastewater Solids Study recommendations into regional and local solid waste management plans. Regional issues identified in the regional wastewater management plan shall be addressed in the continuing planning process of the EMP.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES:

San Francisco Bay Region Wastewater Solids Study

1. Complete the regional wastewater solids management plan; the long-term plan to become part of the regional solid waste management plan.

POLICY 16: Facilities planning, design and construction for wastewater solids management should be accomplished by local wastewater management agencies in conformance with county solid waste management plans, the EMP and State and Federal requirements.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will, on request, assist local governments and special districts in developing demographic profiles of service area to identify population groups needing assistance in meeting increased user charges resulting from construction and operation of wastewater solids treatment facilities, as the basis for preparing financing

plans that assure a consistent level of service to all income groups, regardless of ability to pay.

2. ABAG will, on request, assist local governments and special districts in:

- o cost-benefit analysis; and

- o identifying employment impacts and opportunities related to construction, operation and maintenance of facilities.

ADVOCACY

1. ABAG will advocate manpower training funds to ensure needed labor skills for wastewater solids facilities construction, operation and maintenance are available; provide retraining programs.

REVIEW

1. ABAG will review proposed facilities plans; approve those that are consistent with the regional solid waste management plan and the 20-year project list of the 208 water quality plan.
2. ABAG will, subject to available staff resources, in reviewing financial plans of proposed wastewater solids treatment facilities, comment on actions that will have adverse impacts on lower income people in the service area.

3. ABAG will, subject to available staff resources, in reviewing plans, projects and applications for wastewater solids treatment facilities, comment on effects of construction, expansion, on short- and long-term employment opportunities for residents, disadvantaged groups in the service area.

Data for determination of consistency with regional policy is to be furnished by the applicant. Information and analytic assistance from ABAG is listed under SERVICE, above.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

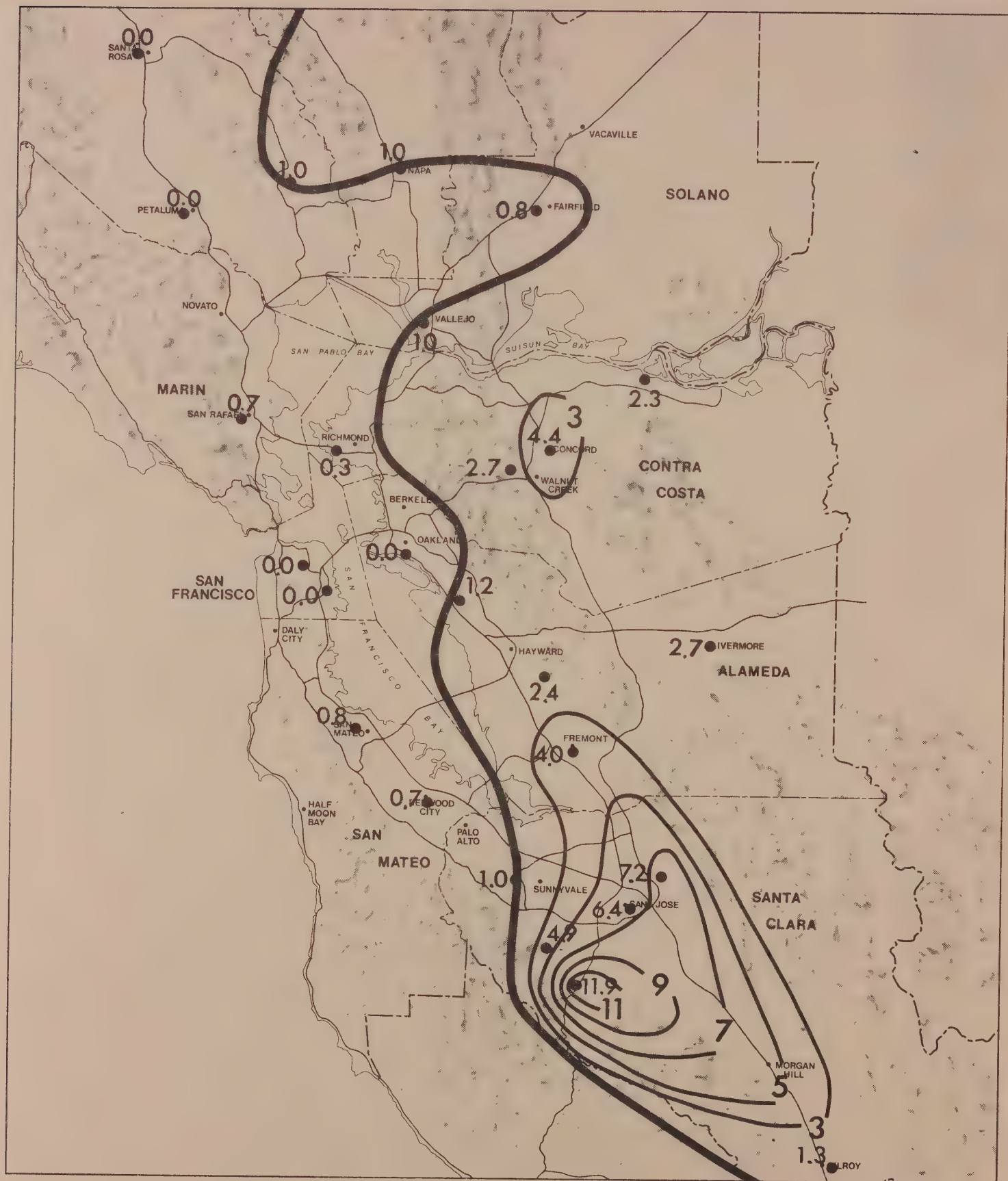
Wastewater Solids Study

1. Develop Step 1 facilities plans based on regional wastewater solids plan.
2. Construct wastewater solids management facilities according to the approved facilities plans.

EPA, SWRCB, RWQCB, State Department of Health Services, State Clearinghouse

1. Review proposed facilities plans and approve those that are consistent with the regional solid waste management plan and the 20 year project list of the 208 plan.

AIR QUALITY



1979 Expected Annual Exceedances of Federal Ozone Standard in days per year with maximum hourly ozone concentration exceeding .12 ppm, based on 3-year average (1977-79).

AIR QUALITY

Regional Problems and Opportunities

The major national impetus for formal air quality planning has been amendments to the Clean Air Act. This Act requires each state to prepare state implementation plans (SIP) for how ambient air quality standards are to be met. Federal air quality standards have been established by the U.S. Environmental Protection Agency (EPA) to protect public health.

For a variety of reasons--technical, political, institutional, and legal--California has never had a completely acceptable (or "approvable") state implementation plan for the Bay Area. One pollutant in particular, photochemical oxidants (sometimes referred to as smog), has posed the most difficult problem for preparing an acceptable plan. Photochemical oxidants consist mostly of ozone. Oxidant is formed from the reaction of hydrocarbons and oxides of nitrogen in the presence of sunlight. In the Bay Area it is experienced regionwide with the most adverse levels occurring in the summer and fall months. Other air pollution problems also exist, however, and these will be described more fully in the following sections.

AIR QUALITY STANDARDS

Both the EPA and California Air Resources Board (ARB) have established ambient air quality standards to protect public health. Meeting these standards and ensuring their continued maintenance is the basic goal of the region's air quality management plan. Because the Federal and State standards are different for the various pollutants, the strategies required to meet the

two sets of standards are also different. It is important to note another distinction between Federal and State standards. Achieving and maintaining Federal air quality standards is required by Federal law; achieving and maintaining California air quality standards is adopted ARB policy. Fixed time schedules and interim requirements have been set for meeting the Federal standards. There are no such schedules or interim milestones set by law for the California standards.

PROBLEMS

The Bay Area Air Quality Management District maintains and operates an extensive air quality monitoring network throughout the region. Data are collected regularly for pollutants which have air quality standards established. These data are periodically summarized and, by reviewing annual reports, it is relatively straightforward to define current problems.

The five pollutants of greatest interest to the region are sulfur dioxide, total suspended particulate, carbon monoxide, nitrogen dioxide and ozone.

In simplest form, air quality problems are easily defined. The Bay Area is not meeting air quality standards. Both existing and projected conditions are of concern. Existing and projected problems related to the specific standards are summarized briefly below.

Ozone

The Federal standard for photochemical oxidant was, until early 1979, the more stringent

standard and was the basis for developing control strategies in the AQMP.

Prior to adoption of the AQMP, it was generally agreed that the most difficult air quality standard to meet in the Bay Region was the 1-hour 0.08 ppm photochemical oxidant standard. Hydrocarbon emissions which lead directly to oxidant formation were estimated to be approximately 1000 tons/day in 1975. Under pre-1977 control programs, hydrocarbon emissions were projected to decrease by about 20% in 1985 to approximately 800 tons/day. By 2000, the hydrocarbon emissions were again projected to be approximately 1000 tons/day, or roughly the same emission levels as 1975. Implementation of stringent control measures in the AQMP was projected to show attainment of the oxidant standard by 1985-87. After the oxidant standard was redefined to a standard for ozone and relaxed to .12 ppm, the plan was revised and attainment and maintenance of this standard was projected to be achieved by 1985-87.

Carbon Monoxide

The Bay Area has been designated by EPA as a carbon monoxide non-attainment area. The Federal standards are more stringent than California standards. The 1-hour 35 parts per million (ppm) standard is not currently violated and is not expected to pose future problems. A number of urbanized areas exceeded the Federal 8-hour 9 ppm carbon monoxide standard in 1975, e.g., San Jose, San Francisco, Oakland, and Vallejo. Regionwide emissions were estimated to be about 4300 tons/day in 1975. Future emissions for 1985 and 2000 with pre-1977 programs were projected to be about 4000 tons/day and 5700 tons/day respectively.

Since emissions are projected to increase significantly from 1975-2000, it would appear that carbon monoxide will continue to be a problem. Control strategies for existing and projected carbon monoxide problems need to be developed for the specific areas violating the standard.

Nitrogen Dioxide

Nitrogen dioxide is not currently a major problem in the Bay Area. The federal annual average of 0.05 ppm has never been exceeded. Oxides of nitrogen emissions projected for the region remain relatively constant over the 25 year planning time frame: 731 tons/day in 1975; 692 tons/day in 1985; and 721 tons/day in 2000. Thus, it is projected that the nitrogen dioxide Federal standard will not be violated in the future.

The California 1-hour 0.25 ppm nitrogen dioxide standard is violated several times a year, particularly in the south Bay Area. Oxides of nitrogen can suppress oxidant formation. Technically, the most controversial issue facing the Bay Area is whether or not additional controls of nitrogen oxides should be implemented and if so, what controls are appropriate. This issue is extremely complex. Its resolution has implications for oxidant control strategies throughout California as well as many other areas of the country. Further controls of nitrogen oxides are recommended only after a more detailed examination of the problem reveals what the likely sources of the problem are and that the proposed solutions will indeed be effective to deal with the problem.

Total Suspended Particulates

Both Federal and State 24-hour and annual geometric mean standards for

total suspended particulate are sometimes violated in a few inland valley areas with varying frequency. Since the State standards are more stringent, they are violated more frequently. Particulate problems tend to be localized. Thus, a knowledge of the sources contributing to the problem is desirable so that a discriminating and effective control program can be developed.

Devising such control programs is quite complex. There are many sources of particulate matter. From natural sources, particulate matter can come from ocean salt, soil particles, pollen, plant and insect parts. More comes from man's activities, however, from:

- o combustion products in domestic, commercial, manufacturing, transportation, and agricultural activities
- o rubber tires, brake linings and roadway dust from vehicle movements
- o natural dusts raised by mining, quarries, agriculture and construction
- o man-made particulate such as sawdust, paint spray and manufactures

All of the particulate sources cited above are primary sources, or particulate matter released directly into the atmosphere. Secondary sources of particulate matter (sometimes referred to as secondary aerosols) can also come from the formation of liquid or solid particulates by reactions of gases in the atmosphere.

Overall, the information currently available to develop an effective and discriminating control strategy for

the particulate problem is not available. The localized particulate problems should be treated on a case-by-case basis with appropriate controls being developed for each of the localized violations.

Sulfur Dioxide

Sulfur dioxide emissions come mostly from the industrialized areas of Contra Costa County. Even here, however, both Federal 24-hour and annual average sulfur dioxide standards are not violated. In fact, the 1975 annual average high for the region was less than 40% of the Federal standard. Recently, however, California adopted a new 24-hour standard which states violations require a simultaneous occurrence with either oxidant or total suspended particulate at violation levels as well. Using this new California standard, the Bay Area does not appear to have a serious sulfur dioxide problem. Because of the unique manner in which California is now defining the sulfur dioxide standard, projecting future problems (and thus possible solutions to the problems) poses special difficulties.

Because less natural gas is anticipated, sulfur dioxide emissions are projected to increase substantially in 1985 and 2000. The 219 tons/day estimated for 1975 are projected to increase to 435 tons/day in 1985 and 414 tons/day in 2000. The major factors influencing the projected sulfur dioxide emissions are State and Federal energy policies--particularly those relating to the siting of energy facilities and the use of natural gas. Federal energy policies, some of which are currently being debated in Congress, may have other effects. In ABAG's energy program, potential impacts of alternative energy policies on Bay Area air quality are being examined.

Other California Standards

Unlike EPA, California also has ambient air quality standards for lead, hydrogen sulfide, ethylene, sulfates, and visibility reducing particulates. Each of these pollutants poses problems for control strategy development. A considerable amount of work is needed to define the extent of the problems, inventory sources of the problems, project what future problems will be, and develop control strategies for dealing with the problems. It should be noted that the Bay Area Air Quality Management District has regulations for industrial emissions of lead and hydrogen sulfide.

Air Quality Management Policies and

Implementing actions listed below were approved as part of the San Francisco Bay Environmental Management Plan in June 1978, and of the 1979 Bay Area Air Quality Management Plan of January 1979 and its modifications in May 1979. Also, in FY 1978-79, impacts of air quality control measures on other regional planning objectives were analyzed as part of an overall assessment to improve consistency between the Environmental Management Plan and the Regional Plan. A number of implementing actions to help mitigate adverse effects of air quality controls on housing, economic development and equity objectives, were approved by the General Assembly in 1979, and have been included here.

AIR QUALITY

POLICY 1: Regional Air Quality Planning should be continued.

IMPLEMENTING ACTIONS--ABAG,

with BAAQMD, MTC, ARB, Caltrans, cities and counties.

OTHER

1. ABAG will update the initial air quality plan to cover other pollutants, including but not limited to sulfur dioxide, carbon monoxide and particulate matter.
2. ABAG will review programs made to implement actions to reduce hydrocarbon emissions and determine if reasonable further progress is being made between 1979 and 1982 toward attainment of the Federal oxidant standards.
3. ABAG will establish a regional industrial siting program for analyzing alternative sites, sizes, production processes, and environmental control techniques.

ABAG, with BAAQMD, ARB, Cities and Counties

1. ABAG will evaluate and propose procedures other than case-by-case offset for permitting industrial growth, with consideration given to any potential competitive advantages or disadvantages to the region that could result from implementation of such procedures.

POLICY 2: Reduce hydrocarbon emissions from stationary sources.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate improved integration of State and Federal assistance and regulatory programs for environmental quality, housing, energy economic development, etc.
2. ABAG will advocate Federal implementation of uniform air quality standards nationwide to eliminate potential competitive disadvantages among regions.
3. ABAG will advocate State and Federal loan/loan guarantee program levels to facilitate compliance; giving priority consideration to small businesses in acquiring Small Business Administration and California Pollution Control Financing Authority loans--to minimize closures, possible relocation.
4. ABAG will advocate manpower training funds to ensure necessary labor skills are available; provide retraining.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

BAAQMD

1. Use available control technology on existing hydrocarbon sources, allowing a reasonable amortization schedule for air pollution control equipment.

(Available control technology means an emission limitation based on the maximum degree of reduction of hydrocarbons emitted from or which results from any emitting facility, which the permitting authority, on a case-by-case basis, taking into account energy, environmental and economic impacts, determines is achievable through application of available methods, systems and technologies.)

2. Continue the review of new and modified industrial facilities (new source review), using offsets and/or other provisions of Clean Air Act Amendments of 1977, on new and expanded hydrocarbon sources.

POLICY 3: Reduce hydrocarbon and carbon monoxide emissions from motor vehicles.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate with MTC, State and Federal funding levels sufficient to support additional transit, especially for lower income people.
2. ABAG will advocate manpower training funds to ensure needed labor skills are available; provide retraining programs.
3. ABAG will advocate legislative ceilings on costs of Inspection and Maintenance service and repairs.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

CARB and/or Bureau of Automotive Repair

1. Implement statewide inspection/maintenance program for light and heavy duty vehicles.

CARB

1. Implement more stringent vehicle (light duty and heavy duty) exhaust emission controls--approximately 50% reduction below 1977 prescribed levels for hydrocarbons.
2. Permit no further delays in implementing strict emission requirements on automobiles, provided, however, that if such delays are granted by either the CARB or Congress, this region should be provided with extensions beyond the deadlines required by the Clean Air Act Amendments of 1977.

POLICY 4: Reduce motor vehicles emissions through transportation actions to reduce vehicle use.

IMPLEMENTING ACTIONS--ABAG

SERVICE

ABAG will work with MTC, in the

subregional planning program, to identify population groups needing improved transit services.

ADVOCACY

1. ABAG will advocate, with MTC, State and Federal funding levels sufficient to support additional transit.
2. ABAG will advocate manpower training funds to ensure needed labor skills are available to transit sector; provide retraining programs.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

MTC, Transit Districts (e.g., MUNI, AC, BART)

1. Pursue a three-fold transit improvement strategy:
 - o MTC, in cooperation with transit operators, will adopt service improvement objectives which can be financed by the existing commitment of resources to transit. Improved capacity, service and ridership are contemplated. A measure of the improvement expected should be agreed to and committed to in the context of the RTP by October 1, 1978.
 - o MTC will continue its efforts to identify the need for additional services (as it has, for example, in the elderly and handicapped program and more recently in the Minority Transportation Needs Assessment Project)

and to pursue providing additional services as they are justified. A measure of the improvement expected will continue to be developed as these special needs are examined and as the demand for transit services expands generally.

- o During the commute hours all major transit systems in the Bay Area are at capacity. Any substantial increase in ridership will be dependent upon increased Federal or State financial assistance.

The amount of ridership increase is directly affected by the amount of increased State and Federal funding. Provision of additional transit capacity represents a positive transportation strategy. Thus the State and Federal governments are encouraged to provide necessary funding support for transit improvements to offset any air quality deficiencies caused by deleting less desirable transportation control measures. Without this support transit capacity cannot be significantly expanded.

Cities, Counties, MTC

1. Provide preferential parking for carpools and vanpools.

Caltrans, Transit Districts, Cities and Counties

1. Support development of high occupancy vehicle lanes and/or ramp metering on selected freeway segments when justified on an individual project basis.

Caltrans, MTC, Cities and Counties

1. Develop more extensive and safe bicycle systems and storage facilities. Objectives need to be developed and monitored to gauge the desirable rate of expansion.

Caltrans, MTC

1. Provide more ridesharing services such as jitneys and vanpools. Objectives need to be developed and monitored to gauge the desirable rate of expansion.

MTC

1. Consider the following action: "Complete construction of certain portions of State freeway system in which there are pollution-causing gaps."
2. Assist local governments and transit districts in cost-benefits analysis and identifying employment impacts of transit improvement projects.

RECOMMENDATIONS TO THE PRIVATE SECTOR

Employers

1. Provide preferential parking for carpools and vanpools.
2. Provide more ridesharing services such as jitneys and vanpools.

POLICY 5: Ensure maintenance of the oxidant standard beyond 1985-87.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

CARB, BAAQMD, ABAG, MTC, Transit Operators

1. Adopt between 1985 and 1987, and implement in 1990 or thereafter, one or more of the following measures to ensure maintenance of the oxidant standard through the year 2000, subject to further evaluation of the measures during the continuing planning process:
 - o Reduce hydrocarbon emissions from small gasoline engines.
 - o Reduce hydrocarbon emissions from off-highway mobile sources.
 - o Implement more stringent vehicle exhaust emission controls--approximately 60-80% reduction below 1977 prescribed levels.
 - o Provide additional transit.

ENERGY

ENERGY

Regional Problems and Opportunities

The key energy issues for the San Francisco Bay Area are:

- I. The region's current major dependence on energy supplies that come from outside of the region and resulting vulnerability to supply disruption.
- II. The existing inefficient use of energy by all energy demand sectors.
- III. The rapidly rising cost of energy that affects everyone, but impacts particularly on economically disadvantaged groups.
- IV. The need to integrate energy programs with existing regional objectives and policies for environmental quality, housing, economic development, resource protection, and transportation.

Issue I - Energy Supply

The Bay Area is not a major supplier of conventional energy, such as oil or natural gas. It must rely on outside sources of natural gas, fuel for electrical generating plants, and oil for producing gasoline and diesel fuel. The energy supply structure has two important implications for the Bay Area:

- o Vulnerability to outside changes in quantity and price of fuel supply.
- o Loss of dollars from the region's economy.

While obviously the region cannot be isolated from the rest of California or the country, it is important to

realize in what way the current energy supply system affects the vitality and economic health of the region.

Steps can be taken by Bay Area governments to alter our future vulnerability to disruptions from outside events. We can start producing our own energy from local sources, and we can use existing energy more efficiently. Many new technologies are being developed that will allow alternative sources to be used. The region is already using solar and geothermal power; wind energy will soon be producing electricity; other sources such as solid waste and wood are likely to supply energy.

The development of new local supplies of energy carries its own set of impacts--economic, legal, social, and environmental. Of particular concern are the possible environmental effects of new power facilities, both conventional and alternative sources, that must be fully explored.

Regardless of where the energy comes from, its ready availability plays an important role in our regional economy. Business and industry want to be assured that their energy needs will be met. Certain industries, such as the electronics firms, stand to suffer considerable losses if electrical service is interrupted. Continued private sector investment in the Bay Area relies on adequate energy supplies. Otherwise, the Bay Area may be perceived by business as a place of risky investment opportunity.

Issue II - Inefficient Energy Consumption

Our demand for energy in the Bay Area continues to rise, because we are

growing as a region and because we use energy in an inefficient manner. The Bay Area's current population of 5 million is projected to grow to over 6 million by the year 2000. This growth will mean there will be more homes, more jobs, and more demand for energy.

Several Bay Area communities have been national leaders in showing that energy waste can be cut dramatically and that conservation saves money as well. Furthermore, steps to use energy more efficiently do not have to mean significant life-style changes.

Each energy demand use sector has its own consumption characteristics, and each requires close examination to see where energy waste can be trimmed. Because energy use and its cost affect individuals most directly in their homes, the residential demand sector has received considerable attention. Two aspects of energy use in housing must be kept in mind:

- o Cost of housing - Affordable housing is scarce in the Bay Area. There is a perception that energy conservation or solar equipment requirements will add to the cost of both new and existing houses in the short-term. The long-term benefits of energy conservation need to be illustrated to both the private consumer and local communities.
- o Design of new housing - Although they must now comply with state minimum standards for energy conservation, most new homes are not designed to be energy efficient. High space heating and conditioning costs

particularly impact low income groups. Federal and State programs aimed at addressing the housing needs of low-income people should also consider the energy efficiency aspect in both the design of new housing, as well as in the rehabilitation of existing structures. Again, the short-term costs should be weighed against the long-term benefits.

A major energy user in the Bay Area is our transportation system with its high reliance on the automobile. Closely linked to the transportation system is the pattern of urbanization in the region. Conservation in the transportation sector will be receiving higher priority by the California Energy Commission. At the regional level transportation energy conservation is largely the responsibility of the Metropolitan Transportation Commission. MTC is promoting ridesharing and vanpooling, increased transit service, and energy contingency planning.

Altering land use patterns may offer ways to conserve energy, but may result in other impacts. In-filling, higher densities, and compact growth promote more energy efficient development. These kinds of measures so far have not received widespread attention at the State and local level.

Issue III - Cost of Energy

Rapidly rising energy costs are affecting everyone. We are paying more to heat and cook our homes and to drive to work; businesses are charging more for their goods and services as their energy costs increase. Low income groups are especially hard hit and often have less ability to take steps to soften

the impact (i.e., weatherization of homes or purchase of a new fuel efficient auto). Energy conservation can save dollars as well as energy, but the cost effectiveness must be carefully assessed to balance the short-term cost against long-term benefit. Care must be taken, too, that use of energy conservation measures or solar equipment on new homes does not further put home-ownership out of reach.

Issue IV - Consistency With Other Regional Policies

Energy concerns cut across many facets of current regional programs and policies. An important issue is ensuring that regional energy policies are consistent with other regional policies. Of particular concern under ABAG's current energy program is the integration of energy with environmental management. ABAG's extensive body of policies for

air, water, and solid waste may create conflicts with or opportunities for energy conservation. These control measures need to be assessed and made responsive to energy considerations.

REFERENCES

Solar Subdivision Review Guidelines,
ABAG, December 1981

Renewable Energy for the Future:
Local Government Options for
Promoting Development of Renewable
Energy, ABAG, October 1981.

San Francisco Bay Area Regional
Energy Plan, Phase I Report, ABAG,
February, 1980.

ENERGY

OBJECTIVE 1: TO MAKE ENERGY EFFICIENCY THE FIRST PRIORITY IN THE BAY AREA SO THAT DEMAND CAN BE REDUCED SIGNIFICANTLY BY THE YEAR 2000.

POLICY 1.1: Reduction of Energy Consumption in Structures. The Bay Area should actively work to reduce electricity and natural gas consumption in new and existing structures through cost effective measures (baseline is date on which policies are incorporated into Regional Plan: October, 1981.)

a) Residential Sector--New Housing

Where appropriate local climatic conditions exist, future housing in the Bay Area should be designed and constructed to provide energy efficiency at least as great as the proposed revised California Energy Commission residential standards (60 percent more energy efficient in space heating and cooling than pre-1975 housing, as proposed by the Commission Building Standards Committee, April 1981).

b) Residential Sector--Existing Housing

The Bay Area should strive to reduce total energy use to the maximum extent possible in existing pre-1975 housing units, consonant with economic feasibility, by 1983.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will advise and assist member governments in the preparation and adoption of

local energy policies and elements to guide energy conservation.

2. ABAG will advise and assist member governments in devising and adopting programs that promote energy efficiency in new and existing housing.
3. ABAG will disseminate information through workshops and conferences, and maintain a resource library on programs and strategies for reducing energy use in buildings, particularly residential structures.

ADVOCACY

1. ABAG will advocate State and Federal programs to assist local governments in achieving high levels of energy efficiency in new construction and in existing buildings.
2. ABAG will advocate State and Federal legislation that supports local action in energy conservation.
3. ABAG will support utility audit and financing programs that achieve, and go beyond where possible, the California Energy Commission and California Public Utilities Commission goals for energy conservation in existing housing.
4. ABAG will advocate establishment by State and Federal agencies of methods for life cycle costing

of new and retrofit energy systems, including consistent sets of cost assumptions, and support such programs.

5. ABAG will support State and Federal administrative actions and legislation that strengthen tax incentives for energy conservation measures.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Local governments should develop and adopt local energy policies that guide energy conservation efforts and that are consistent with other local objectives, such as housing and economic development.
2. Local governments should train local planning and building inspection personnel in enforcement of state energy efficiency standards for new construction.
3. Local governments should devise retrofit programs for existing housing to promote the installation of basic conservation measures, in cooperation with utilities, as appropriate.
4. Local governments should support utility programs for retrofit of existing housing with energy conservation measures and for financing of such measures.
5. The California Energy Commission and the California Public Utilities Commission should promote the retrofit of existing housing with energy conservation measures.

RECOMMENDATIONS - PRIVATE SECTOR

1. The building industry should

actively design, construct, and market energy efficient homes that, in addition to complying with State standards for energy efficiency, take maximum advantage of local conditions to further improve the energy efficient performance of new housing.

2. The home building industry should strive to design and construct energy efficient homes that minimize first cost and maximize long-term energy savings.
3. Pacific Gas and Electric, in cooperation with local governments and community-based organizations, should expand their training programs for energy and solar auditors in order to increase their own and the communities' capability to provide auditing services; and local governments should take more advantage of existing and new programs.
4. Lending institutions should shift their eligibility assessment practices to take into account the benefit of long-term savings on utility bills.
5. Lending institutions should make consumers aware of financing options available when buying a new energy efficient home.
6. The real estate industry should work cooperatively with utilities to develop information on the energy efficient performance of homes, including estimates of expected monthly utility payments for home operation, and should provide this information to prospective home buyers.

POLICY 1.1: Reduction of Energy Consumption in Structures

c) Commercial and Industrial Sectors

Existing energy conservation programs aimed at reducing energy use in new and existing commercial and industrial buildings and facilities should be continued and new programs undertaken wherever possible. Where conditions allow, reductions in consumption should be greater than the California non-residential sector objectives (20 percent improvement in energy efficiency in the nonresidential sector by 1985 over 1979 levels, as directed in AB 3539 (Mello) in September, 1978).

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will disseminate information and maintain a resource library on programs and strategies for reducing energy use in buildings, including commercial and industrial structures, as resources allow.

ADVOCACY

1. ABAG will advocate State and Federal programs to assist local governments in achieving high levels of energy efficiency in new construction and existing buildings, including commercial and industrial.

RECOMMENDATIONS--PRIVATE SECTOR

1. Commercial and industrial establishments should undertake energy conservation programs in their buildings and facilities, including designation of an

energy manager.

POLICY 1.1: Reduction of Energy Consumption in Structures

d) Governmental and Institutional Sectors

Energy conservation measures and programs aimed at reducing energy use in governmental and institutional buildings, facilities, and operations should be initiated.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Public agencies and institutions with buildings and facilities in the Bay Area should implement cost-effective internal energy conservation measures, such as programs for streetlight conversion, energy audits, lighting, traffic signals, and insulation, and should specifically assign responsibility for implementation.

POLICY 1.1: Reduction of Energy Consumption in Structures

e) Site Planning

Land development and subdivision regulations should be modified to encourage functional and energy efficient street, site and building design, including energy efficient multi-family and attached housing where possible, with consideration for innovative technologies.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will advise and assist member governments in reviewing local codes and ordinances for

possible revision to promote energy efficient subdivision and land development practices.

REVIEW

1. In its plan and project review function, as resources allow, ABAG will comment on the extent to which energy efficient land development and subdivision practices are used in plans, projects, and applications.

RECOMMENDATIONS--PRIVATE SECTOR

1. In the land development and subdivision planning process, the building industry should incorporate principles of functional and energy efficient street, site, and building design, also providing opportunities for innovative technologies.

POLICY 1.2: Reduction of Energy Consumption in Transportation.
Consumption of non-renewable energy in the transportation sector should be reduced, taking into consideration the associated costs and benefits.

a) Regional Transportation System

The regional transportation system should be designed as an energy efficient, multi-modal system that promotes maximum use of alternatives to the private automobile.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. The Metropolitan Transportation Commission should aggressively pursue transit planning, highway improvements, and other transportation alternatives that promote maximum energy efficiency in the regional transportation system.

POLICY 1.2: Reduction of Energy Consumption in Transportation

b) Land Use and Transportation

Regionwide development patterns should be planned to reduce automobile travel. Local and regional programs for land use and urban services should emphasize:

- 1) Providing opportunities to locate new housing and jobs closer together and to improve the balance of housing and jobs.
- 2) Increasing the permitted densities of new development.
- 3) Promoting appropriate mixed use development, such as residential, commercial, and industrial.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. In its plan and project review function, as resources allow, ABAG will comment on the extent to which local plans for new development comply with the following criteria:
 - o Development restricted to land within urban service areas where urban services exist or are committed in capital improvement programs.
 - o Development that promotes a balance of jobs and housing through compatibly mixed land use.
 - o Infill development in urbanized areas.
 - o Higher density development within urban service areas.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments should plan new development to be energy efficient through the following means:

- o Development restricted to land within urban service areas where urban services exist or are committed in capital improvement programs.
- o Development that promotes a balance of jobs and housing through compatibly mixed land use.
- o Infill development in urbanized areas.
- o Higher density development within urban service areas.

POLICY 1.2 Reduction of Energy Consumption in Transportation

c) Liquid Fuels Conservation in Transportation

Conservation of liquid fuels in business, industry, institutions, and governmental agencies should be practiced through driver efficiency, ridesharing and vanpooling, and vehicle fleet management and maintenance, and traffic system management.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Public agencies with offices and facilities in the Bay Area, including local governments, regional, state, and federal agencies, should design and implement programs to conserve liquid fuel use in their own activities.
2. Public agencies with vehicle

fleets should assess the potential of using alternative fuels.

RECOMMENDATIONS--PRIVATE SECTOR

1. Private business and industry should institute driver efficiency, ridesharing and vanpooling, and vehicle fleet management programs to conserve liquid fuels in their own operations and should specifically assign responsibility for implementation.

POLICY 1.2: Reduction of Energy Consumption in Transportation

d) Conservation in Air Transport

The Bay Area should conserve liquid fuels in aviation and airport access through improved airplane scheduling and use of energy efficient aircraft and through increased use of transit to the airports.

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

1. ABAG and MTC should implement actively the Regional Airport Plan programs, in cooperation with the airports, airlines and transit operators, aimed at reducing fuel consumption, through such means as employee ridesharing, preferential transit access, and airline scheduling.

POLICY 1.3: Waste Reduction, Reuse and Recycling

Reduction of energy consumption through materials conservation.

- a) Local and regional waste

reduction, reuse and recycling programs should be designed and initiated as a means of collecting, processing and conserving the resources and energy embodied in waste material.

- b) Development of environmentally sound local industries and businesses which recycle materials should be strongly encouraged in the area.
- c) Use of recycled materials by local industries, businesses, governments and residents should be strongly encouraged in this area.

IMPLEMENTING ACTIONS--ABAG

SERVICE

- 1. ABAG will assist local governments in setting up recycling programs through the dissemination of information, and, where staff resources allow, through direct

assistance.

ADVOCACY

- 1. ABAG will support legislation that promotes energy conservation through waste reduction and recycling.
- 2. ABAG will support State funding for local recycling programs.

REVIEW

- 1. ABAG will, in reviewing county solid waste management plan updates, comment on whether energy impacts of plan amendments, including effects on local recycling programs, have been considered.

RECOMMENDATIONS--LOCAL GOVERNMENTS

- 1. Local governments should implement waste reduction, reuse and recycling programs and should promote programs by private firms and businesses.

OBJECTIVE 2: TO PROMOTE THE DEVELOPMENT OF RENEWABLE ENERGY SUPPLIES AVAILABLE WITHIN THE REGION

POLICY 2.1: High Potential Renewable Energy Sources.

Renewable energy sources within the region, such as solar, wind, biomass, solid waste, geothermal, and cogeneration that have high potential for near term use and that have available technology, should be given highest priority for development.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will assist member governments, where possible, in developing renewable energy supplies in the Bay Area through information and workshops.
2. ABAG will assist member governments in revising local codes which may contain barriers to renewable resource development, and devising and adopting new codes and guidelines to promote use of renewable energy resources.
3. ABAG will, as staff resources allow, coordinate efforts of local governments, community organizations, and private businesses in their efforts to promote solar energy.

ADVOCACY

1. ABAG will advocate and support appropriate State and Federal legislation to fund local programs for developing renewable energy resources.
2. ABAG will advocate and support the implementation of highly visible and well publicized State programs to provide

consumer assurance in selecting and installing solar energy systems.

REVIEW

1. To the extent resources allow, ABAG will review, upon request, local energy elements and policies to determine whether;
 - o strategies for promoting and developing renewable energy resources are included.
 - o assessment of impacts of renewable resource development on air, water, and land resources, and social and economic factors is performed.

OTHER

1. ABAG will promote the development of renewable energy resources in the Bay Area in cooperation with Pacific Gas and Electric Company.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments should consider the development of economically feasible renewable energy resources for supplying government-owned and operated facilities and for generating energy for resale.
2. Local governments should facilitate the use of renewable energy resources by its residents and businesses through public education, through the development review process, and through incentive programs, and should encourage utility programs in this area.

Policy 2.2: Research and Development.

Research and development of renewable energy supplies and emerging, but unproven, energy technologies should be encouraged and evaluated for their application and appropriateness in the Bay Area.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will advocate State and Federal funding support for research and development of renewable energy supplies and technologies, particularly those that will be, in the future, appropriate for application at the local level.

RECOMMENDATIONS--PUBLIC AND PRIVATE SECTORS

1. Public and private research institutions and laboratories involved in research and development of renewable energy resources should provide technical assistance to local governments' renewable energy programs, whenever possible.

Policy 2.3: Environmental Quality.

Development of renewable energy resources in the region should be carefully and comprehensively assessed for the impact on air, water, land resources, visual quality, and social and economic factors. In particular, the proposed use of solid waste and biomass needs to be assessed for impacts on agricultural and forestry resources and on local and regional programs for waste reduction, reuse, and recycling.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. To the extent resources allow, ABAG will review, upon request, local energy elements and policies to determine whether:
 - o strategies for promoting and developing renewable energy resources are included.
 - o assessment of impacts of renewable resource development on air, water, visual quality and land resources, particularly agricultural and forestry resources, and social and economic factors.
 - o programs for use of biomass are carefully assessed for impacts on local and regional programs for waste reduction, reuse, and recycling.

Policy 2.4: Development of Supporting Industries and Services.

Development of local industries and businesses that provide equipment and services for energy conservation and renewable energy sources should be strongly encouraged in the region.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments should promote the locally based businesses and services that support the manufacture, sale, installation, and maintenance of renewable energy resource and energy conservation equipment.

Policy 2.5: Financial Incentives.

Development of financial incentives for local government development of

renewable energy resources through tax policies should be encouraged.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will support Federal and

State administrative actions and legislation, such as maintenance of tax-exempt bonding capabilities and other tax policy, that promote local development of renewable energy resources.

OBJECTIVE 3: TO DEVELOP NEW NON-RENEWABLE ENERGY SUPPLIES ONLY AFTER SIGNIFICANT PROGRESS HAS BEEN MADE IN ACHIEVING ENERGY EFFICIENCY (WHICH MAY INCLUDE EXPANSION OF EXISTING FACILITIES) AND IN DEVELOPING RENEWABLE ENERGY SUPPLIES

POLICY 3.1: Energy Conservation and Renewable Energy Supplies

In energy supply and demand projections and overall facility planning for non-renewable energy in the Bay Area, high priority should be placed on energy conservation and development of renewable energy supplies.

IMPLEMENTING ACTION--ABAG

ADVOCACY

1. ABAG will support and encourage utilities in providing a mix of services including energy efficiency improvements, alternative energy sources, and conventional natural gas and electricity supplies.
2. ABAG will support existing and new funding for local government development of renewable energy resources and energy conservation programs.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments should explore the options for offering energy services, as feasible, and for employing the municipal energy service authority concept in their jurisdictions.
2. Local governments should encourage locally based businesses and services that support the manufacture, sale, installation, and maintenance of renewable energy resource and energy conservation equipment.

RECOMMENDATIONS--PRIVATE SECTOR

1. Private investor-owned utilities and municipal utilities should continue to develop long-range conservation planning capabilities equivalent to supply planning capabilities.
2. Private investor-owned utilities should allow and encourage local government input into energy conservation planning, where appropriate.

Policy 3.2: Non-Renewable Energy Supplies

Development of non-renewable energy supplies, either new construction or expansion of existing facilities in the Bay Area should be undertaken with careful and comprehensive assessment of impacts on air, water, land resources, and social and economic factors.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. In its plan and project review function, to the extent resources allow, ABAG will review, upon request, utility proposals for new energy facilities to determine the adequacy of the impact assessment for air, water, land resources, social and economic factors and the presence of mitigation measures.
2. In its plan and project review function, as resources allow,

ABAG will review local general plans to encourage local governments to address the question of non-renewable energy supply development and its impact.

RECOMMENDATIONS--LOCAL GOVERNMENTS.

1. Local governments should address the question of non-renewable energy supply development and its impacts in general plans.

**OBJECTIVE 4: TO REDUCE THE FINANCIAL IMPACT OF RISING
ENERGY PRICES, PARTICULARLY ON ECONOMICALLY
DISADVANTAGED PERSONS**

**POLICY 4.1: Economically
Disadvantaged Persons**

Programs for increasing energy efficiency in housing and transportation, for decreasing the impact of energy prices and for providing financial assistance should give first priority to economically disadvantaged persons and special groups, such as elderly or handicapped.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. On request, ABAG will assist local governments in identifying groups adversely impacted by energy costs, as a basis for developing local programs to minimize impacts.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments, in cooperation with community action programs, community based organizations, and PG&E, as appropriate, should develop new and continue existing programs to address the impacts of energy prices on economically disadvantaged groups; these programs could include public education, financial assistance, and self-help training.

RECOMMENDATIONS--PRIVATE SECTOR

1. PG&E should strive to ensure that its energy conservation programs meet the needs of economically disadvantaged groups, if necessary in cooperation with community based organizations with ties to

particular underserved populations.

Policy 4.2: Affordable Housing

New home design and modifications to existing structures that reduce energy costs and therefore make housing more affordable should be promoted.

ADVOCACY

1. ABAG will support government and utility programs to promote energy-sensitive lending practices that reduce the conflict between initial costs of energy conservation in housing and long-term energy savings on utility costs; in addition, ABAG will support utility programs to improve energy efficiency in both new and existing buildings.

REVIEW

1. In its plan and project review function, to the extent resources allow, ABAG will comment on housing plans, projects, and applications to ensure the inclusion of strategies and actions designed to result in energy efficient housing and to minimize impacts on economically disadvantaged groups.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments should educate the public on the costs and benefits of buying an energy efficient home.
2. Local governments should promote

cooperative weatherization programs between utilities and community-based organizations.

3. Local housing elements should contain explicit strategies, actions, and incentives that promote the construction of energy efficient housing and minimize impacts on economically disadvantaged groups.
4. Local housing rehabilitation programs should maximize opportunities for including energy measures in reconstruction.

RECOMMENDATIONS--PRIVATE SECTOR

1. Lending institutions should shift their eligibility assessment practices to take into account the benefit of long-term savings on utility bills.
2. Lending institutions should make consumers aware of financing options available when buying a new energy efficient home.
3. The real estate industry should work cooperatively with utilities to develop information on the energy efficient

performance of homes, including estimates of expected monthly utility payments for home operation, and should provide this information to prospective home buyers.

4. The home building industry should strive to design and construct energy efficient homes that minimize first cost and maximize long-term energy savings.
5. The home building industry should explore options for passing unused solar tax credit benefits on to third parties.

Policy 4.3: Education

Education to reduce individual energy use and thereby save money should be promoted, particularly for those hardest hit by rising energy prices.

RECOMMENDATIONS--LOCAL GOVERNMENTS

1. Local governments, in cooperation with PG&E, community action programs, and community based organizations, should initiate public education programs that help consumers reduce energy use and thereby save money.

OBJECTIVE 5: TO INTEGRATE AND ENSURE CONSISTENCY OF FUTURE ENERGY PROGRAMS WITH EXISTING REGIONAL PROGRAMS IN ENVIRONMENTAL MANAGEMENT AND ALL OTHER REGIONAL PLANNING ACTIVITIES.

POLICY 5.1: Air Quality - Stationary Sources

Air quality policies and programs for stationary sources should encourage opportunities to build energy conservation into the design of new and modified facilities, without sacrificing air quality.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will encourage an increased awareness of EPA, state, and regional responsibilities under the Clean Air Act to consider energy issues in the specification of control technologies and in the preparation and review of non-attainment area plans.
2. ABAG supports amendments to CEQA that would require analyses of energy impacts of air pollution control alternatives for projects in the EIR process.
3. ABAG would support amendments to the Clean Air Act to require state and local air quality agencies to assess energy impacts of existing and proposed regulations.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

BAAQMD

1. BAAQMD in its review of stationary source permit applications should encourage the use of energy efficient control technologies.

Policy 5.2: Air Quality - Mobile Sources

Air quality programs to reduce mobile emissions that also promote energy efficiency and use of renewable resources should receive high priority for implementation.

RECOMMENDATIONS--LOCAL GOVERNMENTS AND SPECIAL DISTRICTS

1. Local governments, in review of new major employment centers, should condition development upon the inclusion of measures that promote employees' use of transit and of ridesharing, such as preferential parking for carpools and vanpools, and ridesharing services.

RECOMMENDATIONS--PRIVATE SECTOR

1. Employers, in both public and private sectors, should institute programs that encourage ridesharing, vanpooling, and use of transit in the home to work commute, and should assign responsibility for implementation.

Policy 5.3: Water Quality--Wastewater Management

Construction, expansion, operation, and maintenance of wastewater management facilities should be carried out using the most energy efficient practices.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. ABAG will review Sec. 201 wastewater treatment facilities based on whether energy impacts of project alternatives are assessed and whether energy efficient alternatives are given adequate consideration.

ADVOCACY

1. ABAG would support amendments to the Federal Water Pollution Control Act to require state and regional water quality boards to assess the energy impacts of 201 facility alternatives through the 201 facilities planning process.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Wastewater treatment agencies in planning for future facility expansion or construction should, to the extent feasible, use the most energy efficient processes and equipment, and should consider the use of alternative energy sources, such as solar.
2. Wastewater treatment agencies should adjust operation and maintenance procedures to maximize energy efficiency and to take advantage of opportunities for waste heat recovery where possible.

SFRWQCB

1. The RWQCB should, in its review of point sources, encourage applicants to use energy efficient equipment and operations in new and expanded facilities.

Policy 5.4: Water Conservation, Reuse, and Supply

Construction, expansion, operation, and maintenance of water supply facilities should be carried out using the most energy efficient practices.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Water management agencies should promote conservation of water by their users as a way to conserve not only water, but also energy.

Policy 5.5: Energy Production from Solid Waste

Opportunities for producing energy from solid waste, such as landfill methane gas recovery and solid waste-to-energy facilities, should be implemented when economically feasible, technologically sound, and environmentally acceptable. In addition, consideration should be given to production of energy from agricultural wastes, forestry residues, and urban wood waste. Energy production from solid waste will be undertaken only in conjunction with aggressive programs for waste reduction, reuse, and recycling.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG, in cooperation with utilities, will assist local governments in planning and implementing solid waste-to-energy facilities through assistance in the permit process, particularly regarding air quality regulations, and through information dissemination.

REVIEW

1. ABAG will, in reviewing county solid waste management plan updates, comment on whether energy impacts of plan amendments have been considered.

RECOMMENDATIONS--RESPONSIBLE AGENCIES

1. Local governments in planning

for future solid waste management facilities should strive to propose and implement projects that minimize the use of non-renewable energy.

2. SSWMB should assist county solid waste management agencies in their plan update to include an analysis of energy impacts of plan amendments.

CRITICAL AREAS

CRITICAL AREAS

Regional Problems and Opportunities

The well-being of the Region depends to a large degree on the continued functioning of certain natural systems. The Regional Plan 1970-1990 developed a series of policies regarding environmental protection and two of those policies perhaps summarize ABAG's ongoing concern for environmental management.

1. All levels of government, all groups, and all individuals should plan for, manage, and use the limited natural resources of the Bay Region in such a way as to conserve and restore the environment.
2. All development, public and private, small and large, should minimize the degradation and destruction of natural environmental qualities.

These systems are usually complex interactions of air, water, and land components. Although a comprehensive program will eventually have to integrate considerations of all these factors, the land aspects are often the most fully comprehended, and therefore the most readily suitable for public planning and management.

Critical land areas can be defined alternately by their geologic, physiographic, vegetative or hydrologic characteristics, or by their appearance and design. Most environmentally sensitive lands are determined by the importance of their natural resources, or the processes they accommodate, or the hazards they pose for urban development. Recreation and scenic lands, on the other hand, depend slightly less on intrinsic characteristics, and more

on actual need for such resources within the region. Critical areas policies were designed to ensure that characteristics of these critical land areas are reflected in the comprehensive planning process and in proposed developments of regional significance coming before ABAG for review. When developed in 1975-76, the policies were grouped under seven broad categories:

- A. Lands for Managed Resource Production
- B. Lands for Resource Preservation
- C. Lands for Health, Welfare and Well-being
- D. Lands for Public Safety
- E. Regional Parks and Recreation
- F. Scenic Resources and the Regional Landscape
- G. Sites of Historic, Cultural, Scientific and Educational Interest

When the Regional Plan was restructured in 1978, the Critical Areas policies were distributed among three of the objectives and policies chapters of the plan document. Thus, policies on Lands for Public Safety appear in the SAFETY Chapter, and those for Regional Parks and Recreation, Scenic Resources, and Historic and Cultural Sites are in the RECREATION Chapter. Issues and policies concerning lands for Health, Welfare and Well-being are covered in detail in the Water Quality, Water Supply, Solid Waste and Air Quality sections of the ENVIRONMENTAL QUALITY Chapter.

The discussion of issues and opportunities--and the policies and actions--in this Critical Areas section of the ENVIRONMENTAL QUALITY Chapter, are concerned with Lands for Managed Resource Production and Lands for Resource Conservation.

A. Lands for Managed Resource Production

Agriculture

The Bay Region has some of the finest agricultural land in the nation. These lands provide important food commodities, support specialty crops grown in few other parts of the country, and produce wines of worldwide distinction. Agriculture remains one of the largest enterprises in California, and it should continue to play a special and valuable role in the Bay Area.

Minerals

Mineral resources are needed in order to meet construction and development goals for the region. Inadequate protection of lands containing those resources might preclude their future use.

Fish and Marine Resources

Commercial products of marine origin are those animal and plant species that are taken from water bodies, including streams, lakes, bays, estuaries, and ocean.

These marine products, whether existing naturally or introduced and cultivated by man, relate primarily to water areas needed to sustain the life cycles of the species or associated land areas necessary for harvesting of the products or maintenance of a commercially viable crop.

An important step in conserving the particular species for which there is a commercial demand is to identify those water and land areas that are important for their maintenance and to outline methods for enhancing their capacity to support these resources.

Timber Resources

Lumber is an invaluable building material in metropolitan communities. It is also unique among construction commodities because it is a renewable resource.

The Bay Area is fortunate to have lands which can produce lumber products. The future of the timber harvesting operations in the region will depend on continued wise management of those forest resources.

Energy

There is a constant need to explore and develop new environmentally sound sources of energy. Although the geothermal resources are small in comparison with other sources--particularly petroleum and natural gas, the Bay Region has over 9,000 acres of land potentially able to produce geothermal energy in the future. For future energy planning it is appropriate to develop or locate and preserve such lands in the Bay Region at this time.

LANDS FOR RESOURCE PRESERVATION

Fish and Wildlife

Diversity of animal species plays an important role in the health of the regional ecology. The key to maintaining wildlife is the identification and preservation of the lands which make up the fish and wildlife habitats.

Wildlands and Vegetation

Vegetative resources include natural settings containing trees, plants, brush and grasslands. These resources serve a parallel function to that of fish and wildlife habitats in the animal world. Neither

resource contributes directly to the production of food and fiber, but both elements are essential to the life cycle of natural species or natural processes, particularly in

the area surrounding waterbodies. The vegetative cover also helps maintain the regional climatic system.

CRITICAL AREAS

LANDS FOR RESOURCE PRODUCTION

POLICY

1. The following types of land area should be preserved for managed resource production:
 - a. agricultural lands which produce a unique or specialty crop, a high percentage of which is grown in the region (e.g., wine grapes, brussel sprouts).
 - b. agricultural lands producing crops and commodities which, in order to realize their productive value, must be produced in locations proximate to urban areas (e.g., dairy products, cut flowers).
 - c. lands bearing minerals of strategic concern because they are in short supply, or essential to sustain life, or that are clearly crucial for national security.
 - d. lands bearing minerals for which there is a high continuing user demand in the region and which cannot be reasonably obtained elsewhere by reason of high transportation costs.
 - e. land associated with water areas providing a commercially viable source of food or which is the source of a diversity of marine life that is rare and commercially important.
 - f. lands containing or

supporting an unique species found in few or no other areas.

- g. timber lands that can complement regional needs for wood products.
- h. lands uniquely qualified to produce an alternative or supplement to existing forms of energy for the region.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. In reviewing plans, projects and applications, ABAG will, subject to available staff resources, comment on actions that would have an adverse effect on local efforts to preserve land for production of regionally significant crops, lumber, minerals, energy.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

Local Governments

Remove pressure on agricultural and other non-developed resource-bearing lands by amending public service policies so as to discourage premature conversion of such lands to urban uses.

LANDS FOR RESOURCE PRESERVATION

POLICY

1. The following wildlife and wildland resources should be preserved:

- a. land areas associated with fish and wildlife having key roles in a regional scale ecosystem
- b. habitats of rare or endangered fish and wildlife that contribute to diversity of species.
- c. wilderness areas and habitats of rare or endangered species of wildlife necessary in the aggregate to maintain such species at an acceptable level.
- d. lands containing vegetative resources that are elements of an ecological zone of recognized importance or uniqueness.
- e. lands containing rare or endangered plant/species that contribute to the diversity of species.
- f. lands containing outstanding "unspoiled" examples of vegetative communities that are characteristic of the region.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. In reviewing plans, projects and proposals, ABAG will, subject to

available staff resources, comment on actions that would have an adverse effect on the preservation of regionally significant wildland resources.

LANDS FOR HEALTH, WELFARE AND WELL-BEING

POLICY

1. Lands whose vegetative qualities contribute to the maintenance of air quality should be identified and protected.

IMPLEMENTING ACTIONS--ABAG

REVIEW

1. In reviewing plans, projects and proposals, including transportation proposals, ABAG will, subject to available staff resources, comment on the adequacy of vegetative buffers to protect local receptors from pollution impacts.
2. In reviewing plans, projects and proposals, ABAG will, subject to available staff resources, comment on activities that would remove vegetation important to regional air quality.

AFFIRMATIVE ACTION

AFFIRMATIVE ACTION

POLICY 1: Propose to Federal, State and local governments a regional approach for the coordination of the various affirmative action activities which would assist local governments and implementing entities in their efforts to meet affirmative action standards applicable to the Environmental Management Plan.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will request that the Federal Regional Council and Federal Executive Board participate with ABAG, appropriate State agencies, regional agencies involved in the Environmental Management Plan, and local governments, in developing procedures for the coordination of all grants and contracts awarded by Federal, State and local governments which provide assistance to affected groups (minorities, women, etc.) for business development and manpower training.

The goals of such procedures would be to:

- a. Improve the flow of information regarding minority* business development and manpower training to local governments and implementing agencies charged with meeting Federal, State, and local affirmative action standards.

*For purposes of this policy statement an affected group is also implied in the term minority.

- b. Simplify and improve coordination of affirmative action efforts by various levels of government which are designed to assist minorities in availing themselves of opportunities created by the inclusion of affirmative action measures in the Environmental Management Plan.
- c. Increase the positive impact on minorities resulting from affirmative action activities, through coordination of those activities with the continuing planning and implementation process of the Environmental Management Plan.

POLICY 2: Provide a regional data base that contains pertinent information on current business and employment opportunities as well as future projections on the availability of such opportunities resulting from the implementation of programs and control measures of the Environmental Management Plan.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will develop methods for centralizing the collection and dissemination of information regarding employment and minority entrepreneurial

opportunities which result from Environmental Management Plan activities. This could be done in conjunction with the State Employment Development Department and regionwide, private non-profit organization, and community action agencies.

POLICY 3: Improve monitoring of affirmative action programs and activities by local governments and implementing agencies that have been assigned responsibilities to carry out the Environmental Management Plan.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will request that cities, counties, special districts and relevant regional agencies each designate appropriate department(s) or individual(s) to be assigned monitoring responsibilities for affirmative action compliance in programs or projects implemented in conjunction with the Environmental Management Plan.

POLICY 4: Include the affirmative action monitoring units designated by public agencies in the A-95 review process for all Federally funded plans and projects designed to implement the Environmental Management Plan.

IMPLEMENTING ACTION--ABAG

1. ABAG will require clearinghouse

staff to submit to designated department(s) or individual(s) in local and regional agencies, a list of potential regional affirmative action issues and the staff's assessment of the effects of those issues for all Environmental Management Plan projects which require A-95 review. The departments or persons would be invited to comment on the affirmative action implication of the project. Where such comments are negative, ABAG's clearinghouse staff would work with the agency involved to attempt to reduce the potential conflict or would include such comments in the overall assessment of the project.

POLICY 5: Include review of progress in meeting affirmative action regulations as an integral part of the annual review of actions taken to carry out the Environmental Management Plan.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will identify private and public service organizations whose principal activities involve civil rights for minorities or other groups covered by affirmative action requirements (e.g., women, handicapped, veterans, etc.), and whose activities are regional in scope, and include such organizations in the review and evaluation of the impact of regional affirmative action efforts.
2. ABAG will appoint a regional affirmative action coordinating

advisory committee consisting of representatives from the officially designated affirmative action agencies and representatives from regional civil rights and ethnic minority organizations as deemed appropriate--except that in no case would private representatives constitute a majority. This committee would meet periodically with ABAG staff to review progress and advise the regional agency on affirmative action problems of regional significance.

3. ABAG, with the coordinating committee acting as an Affirmative Action Task Force, shall study the affirmative action needs of the region in this critical area of environmental management planning. ABAG staff shall provide sufficient staff support to perform the study. The findings and recommendations shall be presented to the ABAG Executive Board for consideration and action.

POLICY 6: Minimize social and economic impacts on minorities.

IMPLEMENTING ACTIONS--ABAG

1. Encourage implementing agencies to consider affirmative action implication of projects. Attention should be given to possible economic and social disruption in communities where high concentrations of minorities and poor persons reside. If such projects are

necessary, ABAG should encourage and assist local governments in using every effort possible to minimize predictable negative impacts.

2. ABAG will provide for an ongoing assessment of the economic and social relationship between housing choices and job location to prevent disproportionate long-distance home-to-job travel by minorities caused by plan recommendations for shifts in land use policy.
3. ABAG will eliminate or reduce to an acceptable minimum negative social and economic impacts on housing conditions, costs and patterns; conduct environmental programs so that potential housing problems and negative housing impacts can be anticipated and eliminated whenever possible through mitigation measures.

POLICY 7: When the scarcity of a resource, such as water, requires rationing, encourage the use of per capita allocations as opposed to percentage cutbacks to avoid disproportionate impact on low and moderate income people.

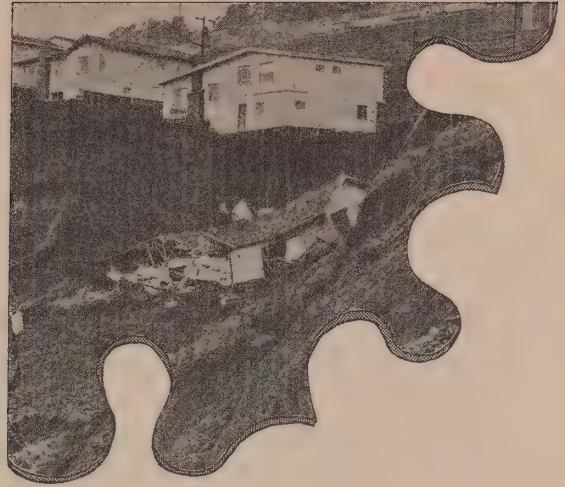
POLICY 8: Improve information flow and involvement among the minority community in environmental matters.

POLICY 9: Increase minority career opportunities generated by environmental management programming.

IMPLEMENTING ACTIONS--ABAG

1. ABAG will coordinate with the

various educational training centers to ensure that information on job opportunities resulting from environmental management are incorporated into these programs.



SAFETY

SAFETY

Regional Problems and Opportunities

Few Bay Area jurisdictions are entirely free of land areas with geological characteristics that make them vulnerable to environmental hazards such as earthquakes, flooding, landslides, and settlement. The primary focus of regional planning for these critical areas is to assist local governments in protecting the public from land-related hazards.

The potential consequences of earthquakes and flooding are clearly multijurisdictional--a fact which has led to greater attention being given to earthquake preparedness and floodplain planning at all levels of government. State law requires that local governments prepare seismic safety and safety elements. Local earthquake response and dam failure evacuation plans are prepared and coordinated with the assistance of the California Office of Emergency Services. A State Seismic Safety Commission has been established and the Legislature has enacted a number of earthquake related bills. New legislation related to safety concerns is proposed most years both in Sacramento and in Washington. The Federal government makes subsidized insurance rates available to homeowners in jurisdictions that meet the requirements for participation in the National Flood Insurance Program.

While unstable slopes and soil or foundation problems usually have only minor interjurisdictional impacts, their prevalence throughout the region makes them issues of regional concern. An ABAG survey of local regulations related to geologic and hydrologic hazards in 1977 indicates that local governments rank hillside and slope instability as the most severe problem, with earthquakes a close second.

The regional objectives for earthquake preparedness planning (developed in the ABAG report: Regional Earthquake Safety Issues and Objectives and approved as a Regional Plan amendment in May 1978) encompass pre-disaster hazard reduction, emergency response during and immediately following an earthquake, and post-disaster recovery. The same range of objectives applies to future planning for other natural hazards.

- o Pre-disaster actions which local governments can take to reduce possible loss of life and property damage from land-related hazards include:
 - identification and assessment of geologic hazards and their impacts,
 - correction of potentially hazardous conditions in existing structures, and
 - development of controls to ensure that new construction on sensitive land areas is engineered to mitigate hazards. (ABAG's Land Capability Analysis developed a method for local governments to use in estimating the costs of building safely in potentially hazardous areas.)
- o Emergency response actions include continuing improvement and intercounty coordination of local emergency preparedness plans developed with assistance from the State Office of Emergency Preparedness.
- o Post-disaster recovery planning should focus on avoidance of hazardous areas and conditions

to reduce future risks to public safety.

The overall objective of governments in environmental safety planning is to reduce the occurrence of harmful natural phenomena where it is possible and to prevent or minimize impacts on people where it is not.

Service activities recommended in the Earthquake Safety section of the plan led to several recent projects, including:

- o a survey of local regulations related to geologic and hydrologic hazards, constraints and resources
- o a survey of geotechnical study costs
- o a review of earthquake insurance issues
- o an extensive review of earthquake hazards and local government liability
- o a comprehensive earthquake hazard mapping project.

The survey of local regulations related to geologic and hydrologic hazards, completed in May 1977, determined current actions being taken by local governments regarding earthquakes, flooding, landslides and settlement. The major conclusions were that, while local governments have fairly comprehensive regulations, there are still areas where requirements are not adequate:

- mechanisms for mitigating hazardous buildings,
- processes for building after

an earthquake in a manner that minimizes public hazards from future earthquakes,

- policies for areas that would be inundated should a dam or dike fail, and
- specific programs to ensure disclosure of areas of known geologic hazards or hazardous buildings, either to the public at large or to prospective buyers of land or structures.

The survey of geotechnical study costs has provided data that can be used by local governments to predict the costs of some of the studies being required in areas of known or suspected hazards.

The legal issues confronting public agencies for earthquake-related hazards, especially hazardous buildings and actions taken as a result of earthquake predictions, have been so ambiguous that local governments are hesitant to take decisive action. ABAG's study of liability clarified many issues and also resulted in ABAG's advocacy of State legislation dealing with hazardous buildings and earthquake prediction that was adopted in 1979.

The earthquake mapping project, begun in January 1979, is providing strong technical support for the safety policies. It is enabling ABAG staff to conduct land capability and facilities siting analyses not only for all nine Bay Area counties, but also at the fine resolution of one hectare (2-1/2 acres). These overlaying and modeling capabilities are extremely important not only for creating the hazard maps in the first place, but also for combining earthquake safety and other safety concerns with other physical,

economic, and social constraints for site evaluation and impacts analyses. (See Part III. Local Government Services)

Conflicting Objectives

The land capability analysis method for local governments to use in estimating engineering costs in order to condition development in potentially hazardous areas gives local governments an alternative to prohibiting development altogether and can promote the regional objective of infilling. It would allow hillside development but would increase the cost of hillside housing. Demographic data show that low-income and minority housing is concentrated in the flatlands around the Bay, with higher priced residential neighborhoods and communities clustered in the foothills that rise from the Bay plain. Development of expensive hillside housing would reinforce this pattern and run counter to the regional housing objective of maximizing housing choices for all income levels.

Other conflicts are implicit in the objective of post-disaster planning to avoid hazardous areas and conditions in reconstruction. In the past, the need for rapid rebuilding to restore services and economic stability--to put people back to work--has overridden this objective.

For many local governments, funds to enforce the mitigation of hazardous existing buildings cannot be squeezed out of overstrained budgets.

Environmental safety issues and their costs must be taken into account in contingency planning for environmental management, in transportation corridor studies, in facilities siting studies, as well as in implementing the housing subsidy allocation system.

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Regional and Local Actions and Other Issues

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- o On Shaky Ground, Summaries of Workshops, February 1976.
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- o Hazards Evaluation for Disaster Planning, February 1976.
- o Earthquake Preparedness, Ideas for Action, February 1976.
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- o A Review of Local Regulations Related to Geologic and Hydrologic Hazards, Constraints and Resources, May 1977.
- o Earthquake Insurance Issues, September 1977.
- o A Review of Geotechnical Study Costs, April 1978.
- o We're Not Ready for the Big Quake -- What Local Governments Can Do, March 1980.

Earthquake Liability

- o Legal References on Earthquake Hazards and Local Government Liability, December, 1978.
- o Earthquake Hazards and Local Government Liability, Executive Summary, January, 1979.

- o Will Local Government be Liable for Earthquake Losses?, January, 1979.
- o Attorney's Guide to Earthquake Liability, February, 1979.

Earthquake Mapping

- o Earthquake Intensity and Expected Cost in the San Francisco Bay Area, February, 1978.
- o A Guide to ABAG's Earthquake Hazard Mapping Capability, March, 1980.

FLOODING

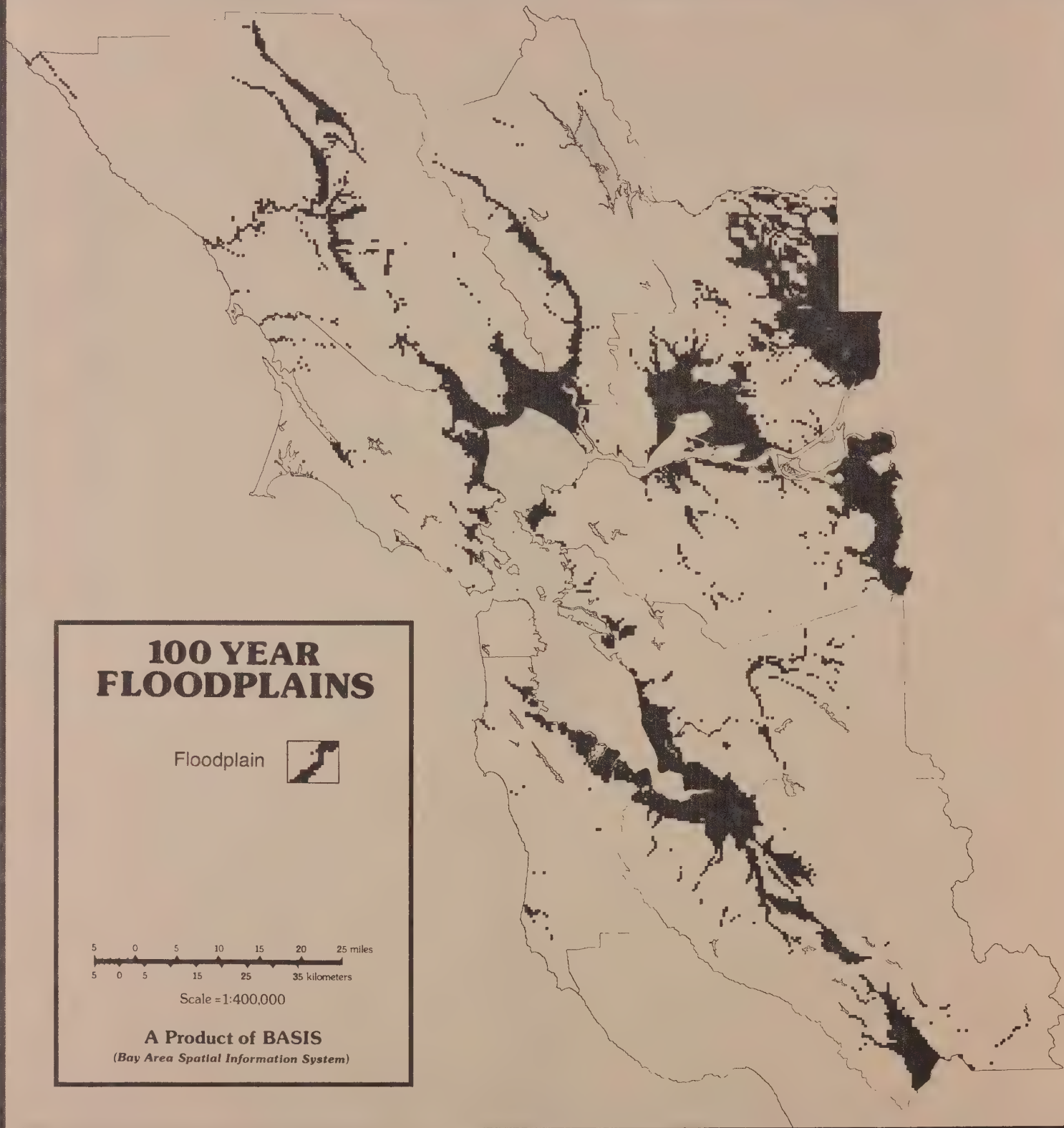
100 YEAR FLOODPLAINS

Floodplain



Scale = 1:400,000

A Product of BASIS
(Bay Area Spatial Information System)



FLOODING

FLOODING

Objectives, policies and actions for flood plain management were approved by the General Assembly in March 1981. They were developed with the help of a Flooding Technical Advisory Committee of elected officials and technical experts to deal with problems brought to the public's attention with the severe flooding in the Delta and North Bay communities in the winter of 1979-80. The overall goal of this set of policies is to promote health and safety through sound flood plain management, with specific intent to:

- o retain local control;
- o work with the staff of the Division of Insurance and Mitigation of the Federal Emergency Management Agency (responsible for administering the National Flood Insurance Program);
- o define flood hazard areas as those mapped by the National Flood Insurance Program (NFIP);
- o define flood prone areas as those identified by the NFIP and other local, regional and State agencies (such as dam failure inundation areas);
- o define critical facilities as those buildings, structures or lifeline systems that house or serve large numbers of people, provide important services, or that could have unusually severe impacts in case of damage or malfunction. Examples include hospitals, schools and sewage treatment plants. Flood control facilities are not included by definition.

FLOODING

OBJECTIVE 1 - FLOODING AND LAND USE

To help ensure that land use decisions consider ways of reducing exposure to flooding.

POLICIES

1.1 Overall Basin

The incremental adverse effects of growth in flood prone areas should be considered in basin planning, including those affecting more than one jurisdiction.

1.2 Critical Facilities

The siting of critical facilities within flood prone areas should be avoided. For example, a flood-proofed building may not have adequate access in an emergency or utilities may not function.

1.3 New Development

Safety and engineering mitigation costs should be considered in all proposals for new development to be located in flood prone areas.

1.4 Existing Development

Innovative ways of changing the occupancy and use of existing buildings in flood prone areas should be explored, as should encouraging compatible uses such as agriculture and recreation.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide information, as available, to local

governments on the various types and amounts of existing development in flood hazard areas using the computer-based Bay Area Spatial Information System (BASIS).

2. ABAG will work with the Federal Emergency Management Agency (FEMA) to develop model ordinances for controlling land use in flood hazard areas, including those that cross jurisdictional boundaries.

ADVOCACY

1. ABAG will support existing State and Federal legislation and regulations discouraging incompatible development in flood prone areas.

REVIEW

1. ABAG, when reviewing private and public projects in flood prone areas, may comment on:
 - o the growth-inducing and cumulative growth impacts;
 - o whether the development costs associated with flood hazard mitigation have been adequately identified;
 - o where critical facilities (see definition) are proposed within flood prone areas, whether alternative locations have been discussed;
 - o whether uses involving less occupancy have been explored for development in flood prone areas.

OBJECTIVE 2 - FLOODING AND CONSTRUCTION

To help ensure that buildings and structures in flood prone areas are designed to resist damage from flooding and to limit the effects of such construction on flood prone areas.

POLICIES

2.1 Overall Basin

To avoid increasing the hazard to other properties in flood prone areas, building requirements for development in these areas should ensure that the flood water surface elevation is not increased and the storage capacity is not decreased.

2.2 Critical Facilities

Critical facilities that must be located in flood prone areas should be of more damage resistant design than other facilities because they are essential to overall public safety. Special precautions to ensure adequate access/egress and utility functioning are also needed.

2.3 New Development

New development should be elevated or flood proofed to protect it from damage due to flooding. Special precautions are also needed to ensure adequate access/egress and utility functioning.

2.4 Existing Development

Retrofitting existing buildings for flood proofing should be encouraged.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will work with FEMA to develop model ordinances that require retrofitting and flood proofing upon change of owner, occupancy or use.

ADVOCACY

1. ABAG will advocate and support State and Federal legislation to fund the rebuilding or structural modification of critical facilities, such as sewage treatment facilities, that are located in flood prone areas.

REVIEW

1. ABAG, when reviewing private and public projects in flood prone areas, may comment on:
 - o whether building and structures will be designed to resist damage;
 - o problems of access/egress and utility function that may remain even if the buildings themselves are designed to resist damage.

A special justification shall be required where problems of access/egress and utility function are not mitigated.

OBJECTIVE 3 - FLOODING AND FLOOD CONTROL

To help ensure that appropriate flood control measures are taken to reduce the potential for flood damage.

POLICIES

3.1 Overall Basin

The impacts of downstream drainage alterations and watercourse changes downstream from development should be considered.

3.2 Critical Facilities

When critical facilities are located in a flood prone area, there should be a plan to mitigate the potential for flood damage.

3.3 New Development

The need and cost of flood control projects to accommodate new development in flood prone areas should be considered as part of the project's environmental review.

3.4 Existing Development

Because of limited public funding, publicly funded stream channel modifications and other flood control measures shall not be constructed solely to allow new urbanization of the flood plain. Local governments should retain major control over the type and size of the proposed project.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide a forum, when appropriate, for resolving conflicts on projects affecting more than one jurisdiction.

ADVOCACY

1. ABAG will advocate and support funding for flood control projects in areas of existing urban development.

2. ABAG will advocate and support legislation to ensure that local control is a part of flood control project design.
3. ABAG will advocate and support changes in Federal regulations to specify that the local share of project costs be based on a percentage of total project costs instead of the current practice of the local agency being responsible for land, easements and relocations. The proposed changes in Federal regulations would broaden local options in funding flood control projects.

REVIEW

1. ABAG, when reviewing private and public projects in flood prone areas, may comment on:
 - o whether the flood characteristics upstream and downstream from the project are discussed;
 - o growth-inducing and cumulative growth impacts;
 - o consideration of project alternatives.

For flood control projects, ABAG may also comment on whether the proposed project will protect an area of existing or future development.

OBJECTIVE 4 - EMERGENCY SERVICES

To help ensure that services are adequate for dealing with flooding emergencies.

POLICIES

4.1 Overall Basin

The communities' emergency services should be capable of handling a major flooding emergency involving more than isolated areas--an entire drainage basin.

4.2 Critical Facilities

Major transportation routes, utility lifelines, and emergency services should remain functional after a major flood to allow for recovery.

4.3 New Development

The need for increased emergency personnel should be monitored as new developments are initiated in flood prone areas and adequate access to and escape from these developments should be planned.

4.4 Existing Development

Existing development should be reviewed in terms of flood warning, evacuation, and protection procedures.

ACTIONS

Advocacy

1. ABAG will encourage local governments to use possible scenarios of flooding disasters to deal more knowledgeably with major flooding and other disasters.
2. ABAG will advocate and support appropriate State and Federal legislation to strengthen emergency planning and operating programs and to fund their improvement.
3. ABAG will encourage the State

Office of Emergency Services to publicize its directory of people to be called in a flood emergency and will encourage County Offices of Emergency Services to continue to hold periodic disaster exercises involving all local government departments.

REVIEW

1. ABAG, when reviewing local safety plans and private and public projects in flood prone areas, may comment on whether local emergency services officials have reviewed the procedures for planning the emergency response made necessary by new projects, including the procedures for ensuring the continuing functioning of transportation systems, utility lifelines and other critical facilities after a major flood.

OBJECTIVE 5 - RECONSTRUCTION

To reduce the magnitude of future flood damages, reconstruction in hazardous areas should be discouraged.

POLICIES

5.1 Rebuilding

Redevelopment in areas of major flooding should be subject to the same review procedures as proposed new development. Compatible uses, such as recreation and agriculture, should be considered.

5.2 Relocation

Permanent relocation of occupants and changes in type of occupancy should

be considered after major floods.

5.3 Acquisition

Local plans should consider as an alternative possible acquisition of flood prone land and flood-damaged structures after major floods.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide the forum, upon request, for raising and studying public safety and economic questions as local governments review or develop reconstruction policies following a major flood.

ADVOCACY

1. ABAG will advocate and support State and Federal legislation to foster State and Federal support of local reconstruction policies reducing public hardship from future floods. That support should include the provision of funding to provide economic incentives to relocate.

REVIEW

1. ABAG, in reviewing local plans and elements, may comment on whether they include a process for redevelopment in a manner to minimize public hardship and reduce hazards from future floods.

OBJECTIVE 6 - ECONOMIC DISRUPTION AND INSURANCE

To help lessen the economic and financial impacts of a major flood.

POLICIES

6.1 Insurance

Mandatory insurance should be used to lessen economic hardship following a major flood.

6.2 Aid

Local governments should be aware of State and Federal sources of economic aid.

IMPLEMENTING ACTIONS--ABAG

ADVOCACY

1. ABAG will encourage local governments to participate in the National Flood Insurance Program (NFIP).
2. ABAG will advocate changes in the current National Flood Insurance Program (NFIP) to encourage participation by local governments.
3. ABAG will advocate that the NFIP require better training of insurance company staff working with the program, perhaps involving certification.
4. ABAG will urge NFIP to improve Flood Hazard Boundary Maps and Flood Insurance Rate Maps in the following ways:
 - o to regularly update and revise these maps;
 - o to apply better basic topographic information;
 - o to allow more local flexibility in format;
 - o to allow maps to be published on a more regional or watershed

basis rather than for specific jurisdictions if desired by the local governments affected.

5. ABAG will urge NFIP to allow flexibility in the ways in which insurance money is spent.

REVIEW

1. ABAG, in reviewing local plans and elements, may comment on the jurisdiction's participation in State and Federal economic aid programs.

OBJECTIVE 7 - COORDINATION

To improve flood program coordination.

POLICIES

7.1 Local

Neighboring communities should coordinate their flood plain management programs.

7.2 Levels of Government

In developing flood plain management programs, local governments, ABAG, and other regional, State and Federal agencies should work together toward consistent objectives.

7.3 Public-Private

Agencies developing flood plain management programs should encourage private sector participation and coordination between private and public activities.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will work for better coordination among local, regional (including the Delta Planning Advisory Council), State and Federal flood programs, as well as between the public and private sectors.
2. ABAG will continue to use its computer-based geographic data system (BASIS) to provide integrated maps of flood prone areas in the nine-county Bay area.
3. ABAG will work with other related ABAG programs, such as earthquake preparedness and surface runoff, to promote a sound regional flood program.
4. ABAG will review on request proposed changes in FEMA Flood Insurance Rate Maps (FIRMs) to seek the continuity of flood hazard area boundaries across jurisdictional boundaries.

REVIEW

1. ABAG will seek coordination among flood plain management programs of local jurisdictions.

OBJECTIVE 8 - PUBLIC KNOWLEDGE

To increase public awareness and understanding of flood hazards.

POLICIES

8.1 Hazard Definition

All interested parties should be aware of flood hazards and how they can help mitigate problems.

8.2 Location

All interested parties should be aware that particular parcels or structures are subject to flooding.

8.3 Insurance

All interested parties should be told of flood insurance rates and the structure of those rates.

IMPLEMENTING ACTIONS--ABAG







ADVOCACY

1. ABAG will encourage funding from the Federal Emergency Management Agency (FEMA) for holding workshops to improve understanding of flooding hazards.
2. ABAG will encourage local governments to participate in the National Flood Insurance Program (NFIP) because of the Program's disclosure requirements. The NFIP requires any institution that is Federally regulated or Federally insured to disclose flood hazards. Such institutions include:
 - o all Federal agencies and loan programs;
 - o all State agencies through Governor's Executive Order B-39-77.

EARTHQUAKES

MAXIMUM GROUND SHAKING INTENSITY

Shade
Pattern San Francisco intensity

- | | |
|--|------------------|
|  | A — Very violent |
|  | B — Violent |
|  | C — Very strong |
|  | D — Strong |
|  | E — Weak |
|  | E — Negligible |

BASIS

BAY AREA SPATIAL INFORMATION SYSTEM

EARTHQUAKES

EARTHQUAKES

Earthquake Safety objectives and policies, approved in May 1978, focus on:

- o incorporating seismic safety concerns into ABAG's plan and project review function
- o supporting or advocating legislation at the State and federal level
- o providing assistance to ABAG's member governments in improving their safety and seismic safety programs

EARTHQUAKES

OBJECTIVE 1:

- 1, To help ensure that adequate commitment is made to earthquake hazard reductions.

IMPLEMENTING ACTIONS--ABAG

SERVICE

- 1, ABAG will offer planning and information assistance, as available, to member governments in initiating, refining, and improving their seismic safety programs.
2. ABAG will, on request, assist local governments in the use of Land Capability Analysis, BASIS and other techniques to anticipate and assess the impacts of growth resulting from wastewater treatment and water supply facility construction related to characteristics of

the proposed development site, e.g., geologically hazardous areas.

3. ABAG will assist local governments and industry in selection of hazardous waste disposal site(s) to meet stringent geological and hydrological standards.

ADVOCACY

1. ABAG will advocate and support State legislation to strengthen current seismic safety program guidelines, criteria, and procedures, and will request State funding for refining and updating seismic and related general plan elements.
2. ABAG will advocate and support State and Federal legislation to fund the implementation of local seismic safety programs.
3. ABAG will advocate and support State and Federal legislation to fund the rebuilding or structural modification of hospitals and other emergency facilities that do not meet current State requirements.
4. ABAG will advocate and support development at State and Federal levels of model codes and ordinances that approach building and foundation design and site planning from an interdisciplinary point of view, so that both structural and functional failure are addressed.
5. ABAG will advocate and support State legislation that will require geologic and seismic investigations which are

consistent with the hazard and the use proposed.

6. ABAG will strongly advocate State and Federal programs to provide for building rehabilitation funding and incentives (low cost loans, tax benefits, etc.).

REVIEW

1. To encourage local governments to reduce earthquake risks, ABAG will review and comment on the adequacy of local plan elements and other seismic safety programs with respect to:

- o procedures for the identification and assessment of geologic and seismic hazards and their impacts,

- o provisions for the timely adoption of the latest edition of the Uniform Building Code, and amendments deemed necessary for local conditions, and

- o procedures for implementing and enforcing ordinances to identify, inspect and abate hazardous structures or structural components.

2. ABAG's review comments on development proposals will address:

- o the completeness of the description of geologic and seismic hazards affecting the site,

- o an evaluation of those problems in relation to the proposed development, and

- o provisions that additional engineering precautions will be taken when necessary to mitigate these hazards.

EXCEPTION

Historic structures exempted from this policy due to recent State legislation which specifies safety requirements for historic buildings. That legislation is the California Health and Safety Code; State Historical Building Code, Part 2.7 Section 18951-18960.

3. ABAG will, subject to availability of staff resources, in reviewing plans, projects and applications for wastewater treatment and water supply facilities, comment on the potential effects of development resulting from the project on local efforts to direct development away from geologically hazardous areas.

OBJECTIVE 2:

1. To help ensure that adequate commitment is made to improving emergency systems.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will offer planning and information assistance, as available, to member governments in refining and improving their capabilities for responding to earthquakes.
2. ABAG will provide, when

appropriate, a forum for developing regionwide earthquake safety functions in cooperation with the State.

3. ABAG will make its Hazards Evaluation booklet available to member governments and will provide, as available, assistance in its use.
4. ABAG will provide assistance, as available, to member governments in collecting information for the public in both the operational and planning aspects of earthquake preparedness.

ADVOCACY

1. ABAG will advocate and support appropriate State and Federal legislation to fund the improvement and increased enforcement of standards for assuring continuity of operation of vital facilities and services during an earthquake emergency.
2. ABAG will advocate and support appropriate State and Federal legislation to strengthen emergency planning and operating programs.
3. ABAG will advocate and support appropriate State and Federal legislation to fund research of earthquake prediction and programs designed to warn citizens of an impending earthquake.

REVIEW

1. ABAG will comment upon local safety programs by stating whether or not:
 - o current County or City earthquake emergency plans have been approved by the California Office of

Emergency Services (OES),

- o the jurisdiction regularly participates in periodic local and multi-jurisdictional disaster exercises, and
 - o provisions are made for planning the general emergency response made necessary by new projects.
2. ABAG's comments on development proposals will include a review of the description of the potential emergency consequences of destructive earthquakes that might affect the development.

RECOMMENDATIONS TO RESPONSIBLE AGENCIES

Counties

1. In cooperation with BCDC and the Corps of Engineers, identify emergency disposal sites for disaster-generated rubble and debris.

OBJECTIVE 3:

1. To take full advantage of the long-term reconstruction following an earthquake to avoid hazardous areas and conditions and thereby reduce the risk from future earthquakes.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will provide the forum for raising and studying public safety and economic questions that arise when local governments review or develop reconstruction policies

following an earthquake disaster.

ADVOCACY

1. ABAG will advocate and support State and Federal legislation to foster the development and implementation of reconstruction policies reducing public hazards and economic vulnerability from future earthquakes.

REVIEW

1. ABAG will comment on the completeness of local plan elements and seismic safety programs by evaluating their description of redevelopment proposals for rebuilding in a manner that minimizes public hazards from future earthquakes.

OBJECTIVE 4:

1. To help lessen the potential for severe economic hardship following an earthquake.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will offer assistance, as available, to member governments in estimating the potential physical and economic consequences of destructive earthquakes using the methods described in the ABAG Land Capability Analysis and Hazards Evaluation reports.

ADVOCACY

1. ABAG will advocate and support means to help restore economic stability after an earthquake, including new legislation and research studies.

REVIEW

1. ABAG will comment on the completeness of local plan elements and seismic safety programs by evaluating their recognition of State and Federal sources of economic aid.

OBJECTIVE 5:

1. To clarify the present uncertain and ambiguous legal situation related to geologic and seismic hazard reduction measures and earthquake prediction.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will continue to provide information on the legal issues confronting local governments relating to earthquake and earthquake prediction activities.

ADVOCACY

1. ABAG will advocate and support State and Federal legislation clarifying the legal issues confronting public agencies for geologic and seismic hazards and earthquake prediction.

OBJECTIVE 6:

1. To improve earthquake safety program coordination.

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. Hazard reduction measures will be considered in the assessment

portion and other appropriate sections of the ABAG environmental management planning effort (associated with Section 208 of the Federal Water Pollution Control Act Amendments).

2. ABAG, in cooperation with the State, will provide a forum for coordination of emergency service functions, when requested by local emergency service personnel.
3. ABAG will work for better cooperation between the Public Utilities Commission, utilities and local governments in disaster preparedness.

ADVOCACY

1. ABAG will advocate and support State and Federal legislation providing funds for developing a comprehensive method for identifying and evaluating the physical, economic, and social impacts of destructive earthquakes.

REVIEW

1. ABAG will encourage local governments to identify and resolve inconsistencies between their own seismic safety standards and those of neighboring jurisdictions.

OBJECTIVE 7:

1. To increase public awareness of earthquake problems.

IMPLEMENTING ACTIONS--ABAG

SERVICE

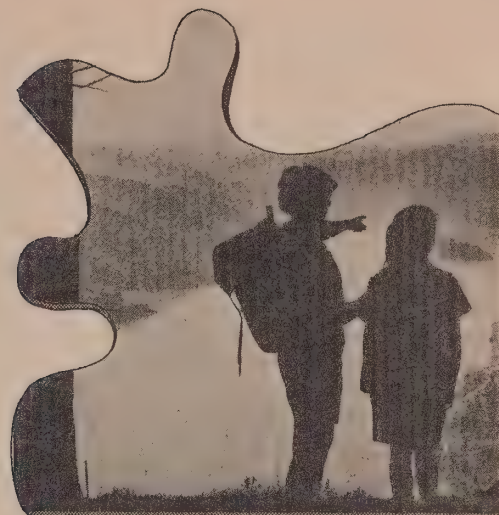
1. ABAG will publish periodic and timely messages on programs available on TV, radio, or other media.
2. ABAG will assist member governments, on request, in collecting, developing and disseminating information to the general public (including non-English speaking people) and to public service agencies (such as utilities and financial institutions) in all aspects of earthquake preparedness.
3. Subject to funding, ABAG will provide workshops on reduction of geologic and seismic hazards.

ADVOCACY

1. ABAG will advocate and support State and Federal legislation to insure disclosure of geologic and seismic information contained in locally required geotechnical reports.

REVIEW

1. ABAG will urge local governments to include provisions in their plans and earthquake safety programs to ensure disclosure of areas of known geologic hazards and hazardous buildings.



RECREATION

RECREATION

Although ABAG has in the past approved policies that speak to providing recreation experiences in a broad community development context, the Association has never been able to initiate a program devoted specifically to analyzing regional recreation problems and opportunities. The discussion below suggests a framework for undertaking such an activity.

REGIONAL RECREATION PLANNING

What is Recreation?

Recreation can be defined as any activity undertaken primarily for enjoyment or diversion. Accordingly, an activity may or may not be recreation depending on the reason it is undertaken; a drive along Highway 1 would be recreation for people in many circumstances, but it is a job to a person delivering mail to residents along the road.

This discussion focusses on the public role in recreation. As a result, while the home is perhaps the most common of the many settings for recreation (e.g., reading for pleasure), the Regional Plan should concentrate on recreation outside the home, since the public role in home recreation is minimal.

Recreation activities can be separated into 1) those which use facilities or services provided by the private sector (e.g., amusement parks, movie theaters, guided tours (e.g., wineries) and sporting events) and 2) those which use facilities or services provided by the public sector (e.g., public parks, beaches and bicycle paths). An afternoon's recreation may include both types; an example would be a cable car ride

(public sector) to see Fisherman's Wharf (private sector). A comprehensive recreation plan must explore the full range of opportunities.

Public Policy in Private Sector Recreation

The private sector provides a wide range of facilities and services for recreation, from movie theaters to dude ranches, penny arcades to wilderness river tours. In general, it provides recreation goods and services when there is potential for profit to an individual or group. This can be considered desirable if all costs and benefits to society of such transactions fall to either the consumer or supplier. However, in a great many situations (both related to recreation and otherwise) costs or benefits fall on individuals who are entirely outside the transaction. Such "external"* costs or benefits make it possible for the net effect of an activity on society to be negative even though both consumer and supplier benefit. In order for transactions in the private sector to lead to an appropriate pattern of recreational use of facilities and services, external costs must be included as a factor in the decisions of suppliers and consumers. A useful planning role would be to work with public and private agencies in attempting to accomplish this internalization of externalities.

*For example, traffic congestion near a stadium after a sports event is an external cost to people who did not attend the event; or, the beauty of a private golf course is an external benefit to those who enjoy the view without having any part in the financial support of the course.

Below are some examples of how policies might do this:

1. Policies may attempt to prevent the occurrence of certain external costs by regulation (e.g., an amusement park must be located on appropriately zoned land).
2. Policies may attempt to take advantage of and maximize external benefits by providing complementary facilities and services (e.g., transportation, roads, traffic control nearby public recreation facilities, etc.).
3. Policies may use subsidies or taxes, equal to the estimated value of external benefits or costs, to modify market prices of recreational facilities and services (e.g., property taxes might be reduced for a recreation facility which stimulates trade in the community, or an increase in taxes might be assessed against a facility whose operation makes an increase in public services necessary).

There are, of course, situations in which public policy cannot satisfactorily guide private recreation suppliers, making it 1) impossible for a private entrepreneur to capture enough of the returns from a recreational activity to cover the costs of the facility or service which he is providing, (e.g., a large wilderness area with many entrances, making it impossible to charge admission from everyone using the area) or 2) inevitable that private sector transactions would impose unacceptable external costs on the society (such as the degradation of a uniquely beautiful site). Further, the society may have some goals which are not compatible with a

market-determined pattern of use of facilities and services (e.g., some degree of access to parks for all people regardless of willingness or ability to pay). In these latter circumstances, communities at the local and regional levels may reasonably decide to provide certain types of recreational facilities and services directly.

Public Policy in Public Sector Recreation

Local communities in the Bay Area determine long-range goals regarding recreation. This determination implicitly involves consideration of basic values of the society and the role of a plan in satisfying its needs.

The recreational goals of a community having been determined, they must be ranked in order of importance to make possible a rational allocation of time, money and energy to their attainment. To the extent that individuals' willingness to pay is an accurate indicator of the value to society of different types of recreational facilities and services, analysis of costs and benefits and maximization of total benefits for a given budget provides a basis for the allocation of public resources; the data required for such analysis, however, can be difficult to obtain. Some goals, such as the provision of certain recreational opportunities regardless of ability to pay, may not fit into a purely economic analytical framework and will necessarily call for some subjective judgment in the allocation process.

Finally, the public sector must implement the programs rising out of its goals and priorities for recreation.

A Regional Planning Role in Resolving Conflicting Objectives

There are a number of areas of potential conflict in connection with recreation. A regional perspective is often useful in trying to resolve these questions, such as:

1. The relative importance of public sector and private sector recreation: The debate on this issue will be similar to debate on public vs. private involvement in non-recreation enterprises, with advocates of increased public sector involvement emphasizing such points as the ability of government to take a very long-run perspective and the egalitarian effects of recreation opportunities independent of income and ability to pay, and opponents citing the efficiency advantages of the free market as a supplier of goods and services.
2. Non-recreation alternative uses of resources: This conflict is implicit in all planning choices, and is made more difficult to resolve by the fact that the value of much recreation is difficult to quantify while the value of alternative uses of a resource may be very clear (e.g., the value of recreation use of a park in downtown San Francisco vs. the value of the skyscraper which could be built on the same site).
3. Cost minimization vs. other goals of recreation: In some situations there may be trade-offs between the cost of recreation facilities and services and qualitative goals of recreation (e.g., park sites

at some distance from population centers tend to be cheaper than sites nearer the centers, but the extra user travel required by the former tends to result in increased air pollution and tends to be a barrier to use by low-income groups).

4. Distribution of costs and benefits of public sector recreation among different jurisdictions: Since most public sector recreation projects are at least partially supported by tax money, there is potential for conflict in the use of recreation facilities and services, supported by taxpayers in jurisdiction A, by people from jurisdiction B (e.g., what fraction of the users of Golden Gate Park live and work outside San Francisco?) While the issues involved are complex, with the appropriate data it would be possible to estimate the degree to which a facility or service supported by jurisdiction A is used by people from other jurisdictions, and vice versa. If a serious imbalance is discovered, special user charges might be desirable, or a combined jurisdiction might be formed to gain tax support from more users (e.g., the East Bay Regional Park District).

Included in the Recreation category are the following objectives and policies for Regional Parks and Recreation, Scenic Resources and Regional Landscape, and Sites of Historic and Cultural Interest. They were developed to assist regional decision makers in managing available resources to meet the recreation needs of the Bay Area.

The 1980 amendments to the regional water quality management plan include

new recommendations that local governments and sewerage agencies evaluate potential recreational facilities and benefits during water quality facility planning (see Water Quality section, implementing actions 5.4, 5.5, 5.6).

REFERENCES

- o Open Space Plan, Phase II, 1972.
- o How to Implement Open Space Plans (in three volumes), 1973.

- o Financing Open Space, 1973.
- o Recreation Needs of Minority Citizens, 1973.
- o Urban Forestry Applications to Land Use Planning, 1976.
- o Areas of Critical Environmental Concern, 1976.

The following document was prepared by the East Bay Regional Park District with ABAG's participation:

- o Master Plan for Parks, The East Bay Regional Park District, 1973.

RECREATION

OBJECTIVES:

1. To provide park and recreation facilities designed for the citizens of the region, which, because of their size and costs or unusual nature, cannot be provided by local governments.
2. To meet the needs of special groups in the region whose communities are not able to provide adequate opportunities.
3. To supply certain specialized recreational experiences.
4. To maintain and improve the visual quality of the region.

POLICIES:

1. Recreational opportunities should be available in or near urban areas.
2. Priority should be given to protecting open space within and immediately around urbanized areas.
3. Public open space should be secured while it is available.
4. The visual quality of the region should be improved.
5. Programs shall be developed to use transit to accommodate an increasing proportion of non-peak period and non-work related trips, including service of high usage recreation areas.
6. The following types of regional parklands should be promoted:
 - a. Regional Recreation Area
 - b. Regional Park
 - c. Regional Wilderness

- d. Regional Trail
- e. Regional Landscape

7. Features of land and water areas of critical regional concern for scenic resources and regional landscapes that should be protected include:
 - a. Characteristic or unique landscape settings (such as coastal headlands, redwood forests, or agricultural valleys)
 - b. Major land forms or landmarks (e.g., San Bruno Mountain, Mt. Tamalpais, Mission Peak)
 - c. Areas within the viewshed of:
 - i. the Bay
 - ii. scenic highways
 - iii. regional transportation corridors
 - iv. communities visited frequently by those from around the region or outside the region
 - v. major population and activity centers

IMPLEMENTING ACTIONS--ABAG

SERVICE

1. ABAG will, on request, assist local governments and special districts in the use of analytical techniques to anticipate and assess the

impacts of growth resulting from wastewater treatment and supply facility construction related to characteristics of the proposed development site, e.g., areas offering unique recreational opportunities.

ADVOCACY

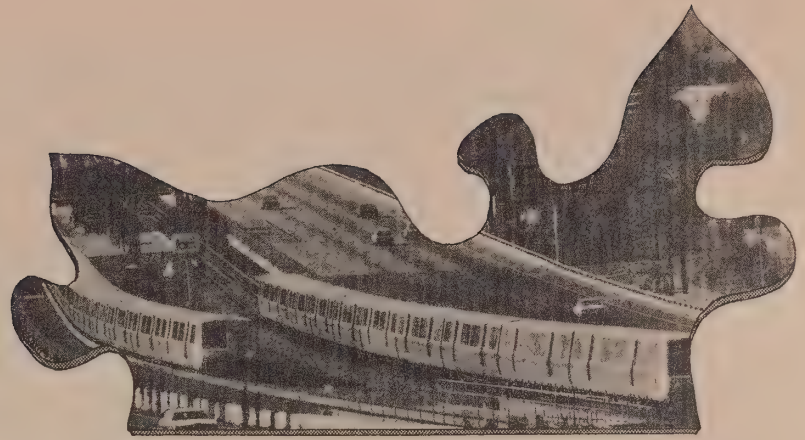
1. ABAG will advocate increased State and Federal funds to expand opportunities for recreation planning, site acquisition and development.
2. ABAG will advocate improved integration among State and Federal financial assistance and regulatory programs for environmental quality, parks and recreation, housing, economic development, manpower training, etc.

REVIEW

1. In its review of plans, projects and applications, ABAG will, subject to available staff resources, comment on possible adverse impacts on:
 - a. land or water areas characterized by a particular cultural, historical or architectural heritage and continuity that is distinctive to the Bay Area
 - b. land or water areas currently recognized as

important visitor destination centers

- c. land areas whose small scale and limited automobile traffic provides opportunities for pedestrian and bicycle access for visitors
 - d. areas whose current physical scale is consistent with and complimentary to regionally significant landforms and whose particular coherence adds to the visual attractiveness of the region
 - e. areas within walking distance of beaches or waterfront parks with generally over 20% of all parcels in either hotel, motel or water oriented commercial uses.
2. ABAG will, subject to availability of staff resources, in reviewing plans, projects and applications for wastewater treatment and water supply facilities, comment on the potential effects of development resulting from the project on areas offering regionally significant recreation opportunities because of size, accessibility to disadvantaged groups, unique or specialized recreation potential.



TRANSPORTATION

TRANSPORTATION

This Chapter is adapted from the Policy Element of the Regional Transportation Plan (RTP), 1981 Edition, prepared by the Metropolitan Transportation Commission. A memorandum of understanding signed in 1973 by ABAG, MTC and the California Department of Transportation established that the RTP was to be considered as the transportation element--and hence an integral part--of the Regional Plan for the San Francisco Bay Area.

Regional Issues and Opportunities

The basic goal of the Metropolitan Transportation Commission is to develop a transportation system that:

- is coordinated with planned regional development;
- preserves and enhances the environment;
- is equitably available to all persons; and
- is efficient and effective.

I

COORDINATION WITH PLANNED REGIONAL DEVELOPMENT

Transportation decisions have a role in influencing the location of urban activities and in the accomplishment of urban planning goals. Conversely, the location of urban development directly influences the amount of demand for transportation facilities. Transportation and land use decisions should be mutually reinforcing, and therefore must be coordinated.

II

PROTECT AND ENHANCE THE ENVIRONMENT

The physical environment of the Bay Area is a unique resource that enhances the quality of life for all

persons. However, this resource is fragile.

Urbanization can mar the very characteristics that made development so attractive to begin with; therefore, all agencies concerned with development and the provision of facilities must be concerned with the effect of their programs on the environment. Transportation facilities must be provided so that people can engage in social and economic activities and take advantage of the region's physical resources; however, facilities must be designed and implemented in a manner that protects the environmental legacy of the Bay Area for future generations.

Many environmental problems can be attributed to excessive reliance on the automobile for mobility. These problems include air quality, noise, need for new or expanded facilities in environmentally or socially sensitive areas, and the consumption of scarce resources. The consumption of fuel has become considerably more than an environmental problem, as the necessity to import fuel at increasingly higher prices is a major national concern. Therefore, in many cases, protection of the environment or conservation of resources can best be served by developing alternatives to increased auto travel. Such measures, however, should not arbitrarily penalize those who are dependent on the auto.

III

EQUITY

Transportation systems provide access to jobs, health care, recreation, shopping, and other important social and economic activities, and MTC believes that no person's

participation in these essential activities should be limited because of insufficient transportation.

Transportation facilities also affect the economic and social utility of the region's neighborhoods and communities. Transportation programs should be sensitive to the needs of these neighborhoods and communities and must provide for a reasonable distribution of benefits to all communities in the region.

IV

EFFICIENT AND EFFECTIVE TRANSPORTATION SYSTEMS

An efficient and effective transportation system is necessary for the region to receive the maximum benefit from the limited available transportation resources. Further,

developing an effective financial plan and securing support for it are essential for the region to maintain an effective transportation system.

SPECIAL TRANSPORTATION POLICIES

In addition to the policies regarding regional development, the environment, equity, and effectiveness and efficiency, the Commission has adopted policies which address issues related to such specific types of transportation facilities as seaports and airports.

REFERENCES

Regional Transportation Plan for the
Nine-County San Francisco Bay Area,
October 1981. Metropolitan
Transportation Commission

TRANSPORTATION

1. COORDINATION WITH PLANNED REGIONAL DEVELOPMENT

OBJECTIVES: TO PROVIDE A TRANSPORTATION PLAN AND MAKE TRANSPORTATION DECISIONS THAT ARE COORDINATED WITH THE DEVELOPMENT OBJECTIVES OF OTHER REGIONAL AGENCIES.

TO PROVIDE OTHER REGIONAL AGENCIES WITH A REALISTIC TRANSPORTATION PLAN AS AN ELEMENT IN AN OVERALL REGIONAL DEVELOPMENT PLAN.

Policy 1.1 Transportation planning shall consider the consequences of the plans on the development pattern in the region and shall carefully consider both regional and local objectives.

Policy 1.2 Transportation plans shall be consistent with the Regional Plan as prepared by the Association of Bay Area Governments.

Policy 1.3 Transportation plans shall be consistent with the policies of the Bay Area Conservation and

Development Commission, the California Coastal Commission and such other regional agencies as control the development patterns of the region.

Policy 1.4 Major investments in new or expanded transportation facilities must be consistent with land use objectives; as a condition of MTC approval, appropriate and consistent land use controls must be in place when they are necessary to justify major transportation investment.

2. PROTECT AND ENHANCE THE ENVIRONMENT

OBJECTIVES: DEVELOP PLANS AND PROMOTE PROJECTS THAT PRESERVE AND ENHANCE THE ENVIRONMENT.

CONSERVE LAND, ENERGY, AND OTHER IRREPLACEABLE RESOURCES.

MINIMIZE, BY AVOIDANCE OR MITIGATION, POTENTIAL ADVERSE IMPACTS OF TRANSPORTATION, SUCH AS AIR AND WATER POLLUTION, NOISE, AND VISUAL BLIGHT.

Policy 2.1 All transportation development shall be consistent with the applicable provisions of the California Environmental Quality Act and the National Environmental Protection Act.

Policy 2.2 Transportation facilities shall avoid the destruction of irreplaceable resources, such as the Bay and its shoreline, the coast, important open space lands, recreational areas, historical sites, and prime agricultural areas unless there is no feasible alternative, in which case all feasible measures to mitigate the effect shall be implemented.

Policy 2.3 Mitigation measures shall be used to the maximum extent feasible to offset adverse environmental impacts of any transportation project.

Policy 2.4 Priority shall be given to transportation projects that enhance the environment.

Policy 2.5 Priority shall be given to projects or programs that reduce dependence on automobile travel and conserve energy, including projects that enhance or complement pedestrian, bicycle, car/van pool, and transit travel.

Policy 2.6 Transportation programs shall be developed and reviewed

according to guidelines adopted by the Commission to meet the air quality standards of the National Clean Air Act.

IMPLEMENTING ACTIONS - ABAG

(from Regional Plan Amendments, 1979)

SERVICE

1. ABAG will work with MTC in the subregional planning program to identify transportation improvement needs occurring as a result of growth impacts of new wastewater treatment and water supply facilities.
2. ABAG will work with MTC in the subregional planning program to identify population groups needing improved transit service as a result of transportation actions to reduce motor vehicle emissions.

ADVOCACY

1. ABAG will advocate manpower training funds to ensure needed labor skills are available for new jobs created in industries serving automobile manufacturing, automotive repair and service industries, and the transit sector, resulting from implementation of transportation controls to reduce emissions from motor vehicles.

3. EQUITY

OBJECTIVES: PROVIDE FOR A DECISION PROCESS THAT IS OPEN AND UNDERSTANDABLE TO ALL SEGMENTS OF THE PUBLIC.

GIVE PARTICULAR ATTENTION TO THE MOBILITY NEEDS OF THE TRANSPORTATION DISADVANTAGED.

PLAN AND DEVELOP TRANSPORTATION SYSTEMS EQUITABLY TO REINFORCE THE SOCIAL AND ECONOMIC VITALITY OF THE REGION'S COMMUNITIES AND NEIGHBORHOODS.

Policy 3.1 The Commission's procedures and programs shall assure all persons an opportunity to participate in the development of recommendations for changes to the transportation systems.

Policy 3.2 Proposed transportation plans and programs shall be analyzed to determine their effects on all social groups in order to provide an equitable distribution of benefits.

Policy 3.3 Special emphasis shall be placed on the development of transportation programs to meet the needs of minorities, the elderly, the young, the disabled, the economically handicapped, and non-drivers.

Policy 3.4 Transportation facilities and vehicles shall be designed and maintained in use so that they are reasonably available to handicapped persons.

Policy 3.5 Transportation programs shall be designed to minimize social and economic disruptions to developed neighborhoods and communities in the region and to provide fair compensation and replacement of

housing and community facilities to those whose lives are disrupted.

Policy 3.6 The administration of transportation programs by MTC and by applicants for funds administered by MTC shall be in accordance with applicable federal and state requirements and principles regarding affirmative action and nondiscrimination.

IMPLEMENTING ACTIONS--ABAG

(from Regional Plan Amendments, 1979)

ADVOCACY

1. ABAG will advocate, with MTC, increased Federal and State funds for transit, especially for disadvantaged groups and people in rural and other areas unserved by transit.
3. ABAG will advocate a ceiling on the costs of automobile inspection/maintenance and repairs to ease the cost burden differential on lower income people.

4. EFFICIENT AND EFFECTIVE TRANSPORTATION SYSTEMS

OBJECTIVES: DEVELOP TRANSPORTATION SYSTEMS BASED ON A REALISTIC ESTIMATE OF RESOURCES.

MAKE THE BEST USE OF EXISTING FACILITIES.

PROMOTE COORDINATION AND ELIMINATE UNNECESSARY DUPLICATION BETWEEN TRANSPORTATION SYSTEMS AND PROVIDERS OF TRANSPORTATION SERVICES.

PROMOTE EFFICIENT MANAGEMENT AND OPERATION BY THE PROVIDERS OF TRANSPORTATION SERVICES.

DEVELOP SUFFICIENT SUPPORT FOR FINANCING TRANSPORTATION TO MAINTAIN AN EFFECTIVE TRANSPORTATION SYSTEM.

Policy 4.1 Transportation projects shall be approved only when they fulfill a demonstrated need and have a reasonable relationship of costs to the expected benefits.

Policy 4.2 Priority shall be given to programs and projects that improve the safety and effectiveness of existing systems.

Policy 4.3 Before approving new facilities, alternatives such as increased transit, use of high occupancy vehicles, adjustments to operating procedures, or adjustments leading to changes of demand shall be considered.

Policy 4.4 Approval for projects or funding for programs shall be given only when it is shown that the project is complementary to the existing system and has been coordinated with other affected agencies.

Policy 4.5 Coordination of schedules, services, and fares among the principal transit systems shall be fostered, and operators are required to consider MTC principles when revising fares and services.

Policy 4.6 Although MTC is not responsible for transit labor negotiations, it has relevant information that shall be made available to all parties. The Commission shall advise all parties on the most current estimates of fund availability and allocate funds in accordance with legislative guidelines and MTC policies.

Policy 4.7 In its financial policy, the Commission shall consider and encourage many avenues to financing transportation systems, including local taxation and contributions by the private sector and by users (through tolls, fares, and other direct charges).

Policy 4.8 The Financial Plan shall be based on a realistic assessment of revenues. The Commission will recommend changes to Congress and the State Legislature, when needed, to assure adequate financing of the system.

Policy 4.9 The Commission shall advocate the allocation of the federal and state funds necessary to implement the RTP.

SPECIAL TRANSPORTATION POLICIES

SEAPORTS

Policy 5.1 Seaport planning shall be in conformance with the Regional Transportation Plan, the Bay Conservation and Development Commission's Bay Plan, and the plans of other regional agencies.

Policy 5.2 Surface transportation facilities shall be developed and maintained as an integral part of the existing and planned seaport transportation system.

Policy 5.3 All steps shall be taken to assure there is sufficient utilization and operation of existing marine terminal facilities to accommodate existing and projected Bay Region waterborne commerce, and that all potential improvements to existing facilities have been given adequate consideration before sponsorship is given to proposed new marine terminal development. Port planning shall be conducted on a gateway basis (that is, consideration shall be given to port needs within both the San Francisco Bay and Delta waterway systems) to ensure that proposed San Francisco Bay Region marine terminal facilities do not unnecessarily duplicate the adequately performed functions and capacities of existing facilities.

Policy 5.4 Bay shoreline areas identified in the BCDC Bay Plan as suitable for marine terminal use shall be reserved for such use.

Policy 5.5 Marine terminals shall be designed, whenever feasible, to permit public viewing of port activities.

AIRPORTS

Policy 5.6 The Regional Airport Plan (RAP) shall guide the Commission in its review of airport plans and development proposals.*

Policy 5.7 The regional airport system shall be planned to provide a convenient and safe system for its users and to minimize airspace conflict and delay.

Policy 5.8 The regional airport system shall be developed and operated in a manner that shall minimize noise and air pollution in sensitive and populated areas. Development of the system shall also be planned to minimize, by avoidance or mitigation, adverse impacts on wildlife habitats, tidelands, and the Bay.

Policy 5.9 The preparation of appropriate noise abatement programs, ground transportation development programs, and air quality improvement programs is required for favorable action on regionally significant projects submitted for regional funding review. Specific mitigation measures shall be included as part of an airport expansion project in the event there is unavoidable environmental disruption.

Policy 5.10 Ground transportation facilities and services shall be planned and programmed to reinforce the role of each airport in the regional plan. The long-range goal of transportation development programs at all airports shall be to serve a minimum of 25% of the air passenger and airport employees by transit.

* The full set of RAP policies is reproduced in the Appendix to the Regional Transportation Plan.



HEALTH

HEALTH

Regional Problems and Opportunities

The Bay Area has an unusually high level of health care available, and most populations are well served. The physician-to-population ratio in San Francisco, for example, is one of the highest in the world. The Bay Area also has three medical schools and is a center for research and the growing new bio-medical engineering industry. In addition, local governments have taken an active role in meeting community health needs. In general, the quality of health care is high.

Despite this abundance, however, there are persistent problems in the health sector. Some of these are described below:

1. Costs

Health costs have risen at an alarming rate, nearly double that of the consumer price index. In 1977, health costs rose more than 8% above the national rate of inflation. Many consumers are not protected by insurance for routine health services or catastrophic illness. Local governments sometimes must bear heavy costs as the payor of last resort and health outlays are substantial items in county government budgets.

Excess hospital beds cost money to maintain - \$35,000 a year per bed, by one estimate - and on average only 65% of Bay Area hospital beds are used. Hospitals are also competing with each other for costly specialized services and equipment to expand their market share.

2. Access

Despite the abundance of health resources some populations are still poorly served. Financial barriers are the biggest problem. A recent study in Alameda County showed black children on welfare had four times as many hospital days for upper respiratory illness as did white middle class children. Lack of transportation also affects some. Many families have only one car. The poor and the aged are especially dependent on public transportation. Most Bay Area counties have rural areas with few, if any, health care resources.

3. Maldistribution

The distribution of hospitals and health practitioners is not in balance with many of the region's needs. Resources are increasingly attracted to suburbs, a trend which may have an adverse effect on central cities like San Francisco, Oakland, San Jose, and Vallejo.

4. Social and Economic Problems

Health is one of the Bay Area's largest industries, a service industry with many jobs. It is a major employer of minorities. The question of keeping hospitals in central cities versus decentralization to the suburbs is more than a question of efficiency versus access. It is also a racial and economic question, and is related to the continuing vitality of the central cities.

(Regional Plan--1978)

ABAG's only involvement with health services at this time is in relation to Emergency Medical Services communications. Funded by the California Office of Traffic Safety, A B A G has purchased a communications-handling computer that has been installed in the San Mateo County communications facility. All nine counties' EMS dispatchers will be linked to the computer. This will improve the region's EMS communications by ensuring optimum utilization of a potentially overloaded radio system and maintaining the high quality of emergency medical services provided in the Bay Area.

There is no regionwide health planning activity at this time. Four Health Systems Agencies are responsible for preparing health planning policies for four subareas

of the region. Should resources become available for deriving regional policies from the four Health Systems Plans, such policies will be incorporated in future editions of the Regional Plan, following endorsement by the General Assembly.

REFERENCES

For details on the subarea plans, contact the Health Systems Agencies for:

- East Bay -- Alameda and Contra Costa Counties
- West Bay -- San Francisco, San Mateo and Marin Counties
- North Bay -- Sonoma, Napa and Solano Counties
- South Bay -- Santa Clara County

REGIONAL STRATEGIES

REGIONAL STRATEGIES

Regional strategies are unified sets of actions that implement multiple objectives included elsewhere in the Plan. They are individual programs that treat the development of the region at the broadest scale.

This approach contrasts with the policies and implementing actions in the previous chapters of the Plan. Policy statements in each chapter center around single objectives and the actions they prescribe. For example, a program for housing looks at many ways of providing housing, but it does not pretend to deal with problems of environmental quality. A strategy, on the other hand, approaches regional problems by forming a package of actions, such as the management of overall urban or undeveloped land resources, from relevant sections of all objectives.

These two approaches--the policies which examine all possible actions to deal with one subject area, and strategies which identify a cluster of responses to larger issues--are complementary with each other. Both are necessary in a regional plan that looks at individual concerns but acknowledges the reality that implementation on a day-to-day basis necessitates actions that deal with more than one problem at a time. These two approaches together constitute a comprehensive planning process.

The "City-Centered" Concept of regional growth, the underlying principle of ABAG's Regional Plan 1970:1990, consisted largely of broad land use and development actions. Here it is called the "Urban Development Strategy," in keeping with State and Federal policy statements of the late 1970s. Since 1970, Bay Area local governments through the General Assembly have

approved many new policies supporting city-centered regional growth as they detailed specific Regional Plan elements for Housing, Environmental Quality, Economic Development, Safety, Recreation, and Transportation.

In October 1981, policies were added to the Urban Development Strategy to reflect local governments' concerns for balancing environmental quality, natural areas protection, and natural disaster preparedness with housing and economic development objectives in decisions about residential and economic development (how much?, what kind?, where?, when?) in urban areas.

The Open Space Strategy of the 1970 Plan was also updated in 1981. In essence the counterpart of the Urban Development Strategy, the set of open space policies is aimed at protecting open areas outside of urban limits where, because of special characteristics of the land (resources, constraints), development should not occur.

As noted earlier, the strategy approach acknowledges the reality that, in most cases, implementation at the local level must deal with more than one issue of regional significance, and that regional objectives are often in conflict with one another in a single proposed project. A strategy is, first of all, a kind of check-list for public and private developers to identify possible conflicts as they begin designing a project. The Open Space Strategy, for example, sets forth the many considerations that may be pertinent to projects proposed in undeveloped areas. It includes policies from the Economic Development, Water Supply, Critical Areas, Safety, Recreation, and Transportation sections of the Plan.

Each of these single-objective sections of the Plan, in turn, contains two kinds of implementing actions: those directly supporting the primary objectives, and those designed to minimize possible adverse impacts on other objectives.

Thus, strategies also serve as a

reference to actions that can be built into local projects to make them consistent with the overall guidelines for urban development, for open space management, and for equal opportunity that local elected officials have set for the San Francisco Bay Area.

REGIONAL STRATEGIES

A. URBAN DEVELOPMENT

1. The Bay Area and its communities should be organized into a City-Centered Region.
2. Accordingly, urban growth in the region should be guided into or around existing communities in accordance with the broad framework proposed in this Plan.
3. Communities should evolve through the organizing and strengthening of existing developed parts of the region and through addition of planned new communities. Open space should be selectively acquired or reserved through development rights for the purposes of shaping and serving urban growth in accordance with the policy for a City-Centered Bay Region.
4. Living, working and shopping within the same community should be planned and promoted by all levels of government and the private sector. To make this possible, a wide range of well-serviced residential units convenient to urban centers of employment will be required. The need for long commuting should be reduced.
5. Each community should center around a core of intense activity where commercial, governmental, cultural, recreational, health, and educational services are provided.
6. Urban development should be organized to promote communities of sufficient scale to attract and support a wide range of convenient services and

facilities and to provide focal points for wider regional identification.

7. Policies for open space, water, sewer, transportation and housing should be coordinated to guide the timing, location, and intensity of urban development.
8. Controlled development areas should be located around the urban fringe of each community to provide, if needed, holding zones to permit the orderly extension of urbanization. Land scheduled for early use should be released in units of neighborhood size or larger, and unified planning and design concepts should be applied in order to prevent wasteful, unattractive, and ecologically damaging scattered development.
9. Urban activities should generally not occur in lands identified as regionally significant areas of critical environmental concern; if they do occur in these areas they should be designed to protect such areas.
10. Existing community centers which are becoming blighted should be rebuilt through coordinated policies and programs at all levels of government. This rebuilding should involve both private and public interests.
11. Programs to strengthen, revitalize and expand Bay Area communities should be consistent with adopted regional policies to improve and maintain air and water quality and solid waste management and to manage natural

resources, including water and energy.

12. Programs to strengthen, revitalize and expand existing communities should be consistent with adopted regional policies to prevent or mitigate potential loss of life or property damage due to natural disasters.
13. Legislation should be encouraged by which to guide regional patterns of growth and development.
14. The Association should develop the regional fiscal and development plans and programs needed to assist in the evolution of strong community centers.

(General Assembly, October 1981)

IMPLEMENTING ACTIONS--ABAG

REVIEW

In review of plans and projects ABAG will specifically look for provisions which:

1. Show a commitment to in-fill of areas already committed to a development pattern reflecting availability of community facilities and services. Special justification shall be required for proposals which encourage scattered development not related to committed growth patterns or urban service areas and capability.
2. Provide alternative means of travel, particularly public transit, in lieu of reliance on the automobile as the basic transportation mode for daily life. Special justification shall be required for proposals

which indicate a continued reliance on the automobile with attendant highway, fuel, and air pollution costs.

3. Show an understanding of, and commitment to, fulfilling the community or area role in meeting the housing needs of the Bay Area with specific provisions for accommodating low and moderate income households. Special justification shall be required for proposals which would have the effect of restricting the location of housing choices for low and moderate income and minority families to areas of existing concentration of these population groups.

(General Assembly, October 1974)

B. OPEN SPACE

1. Planning and management of the regional open space system is a prime responsibility of the Association.

The region should, in anticipation of future needs, secure the public open space that is needed while it is available.

First priority should be given to securing open space within and immediately around urbanized areas.

2. Open space should be planned and managed to serve more than one function at the same time. These functions include managed resource production; natural and human resources preservation; human health, welfare and well-being; public safety; intraregional communication and service corridors, and open

space reserves (to maintain future options).

3. Land preserved in open space for future controlled urban development should be released beyond 1990 as development pressure grows. The extent of the pressure should be determined at the local and regional levels. This land should be left in open uses for as long as possible or be included as part of the permanent open space system.
4. The Association should continue its development of open space policies through a continuing inventory, analysis, and evaluation of open space resources and needs.

(General Assembly, October 1981)

C. HUMAN RESOURCES DEVELOPMENT

1. The human side of a City-Centered Region should consist of a physical, social, economic and cultural environment which maximizes the opportunities for all segments of the population to develop their potentials.
2. Accordingly, all levels of government and the private sector should seek to identify and meet existing problems and to create opportunities for all the citizens of the region.
3. The Association should explore and develop regional policies for human resources development pertaining to health (both personal and environmental), education and recreation.
4. The Association should provide

the forum to be used for communication among regional agencies dealing in physical and socio-economic programs and for the coordination of physical, social, and economic policies.

5. Residents of the region should be encouraged to help in setting goals and develop plans for programs that have a direct impact on their lives.

(Regional Plan 1970:1990)

D. EQUAL OPPORTUNITY

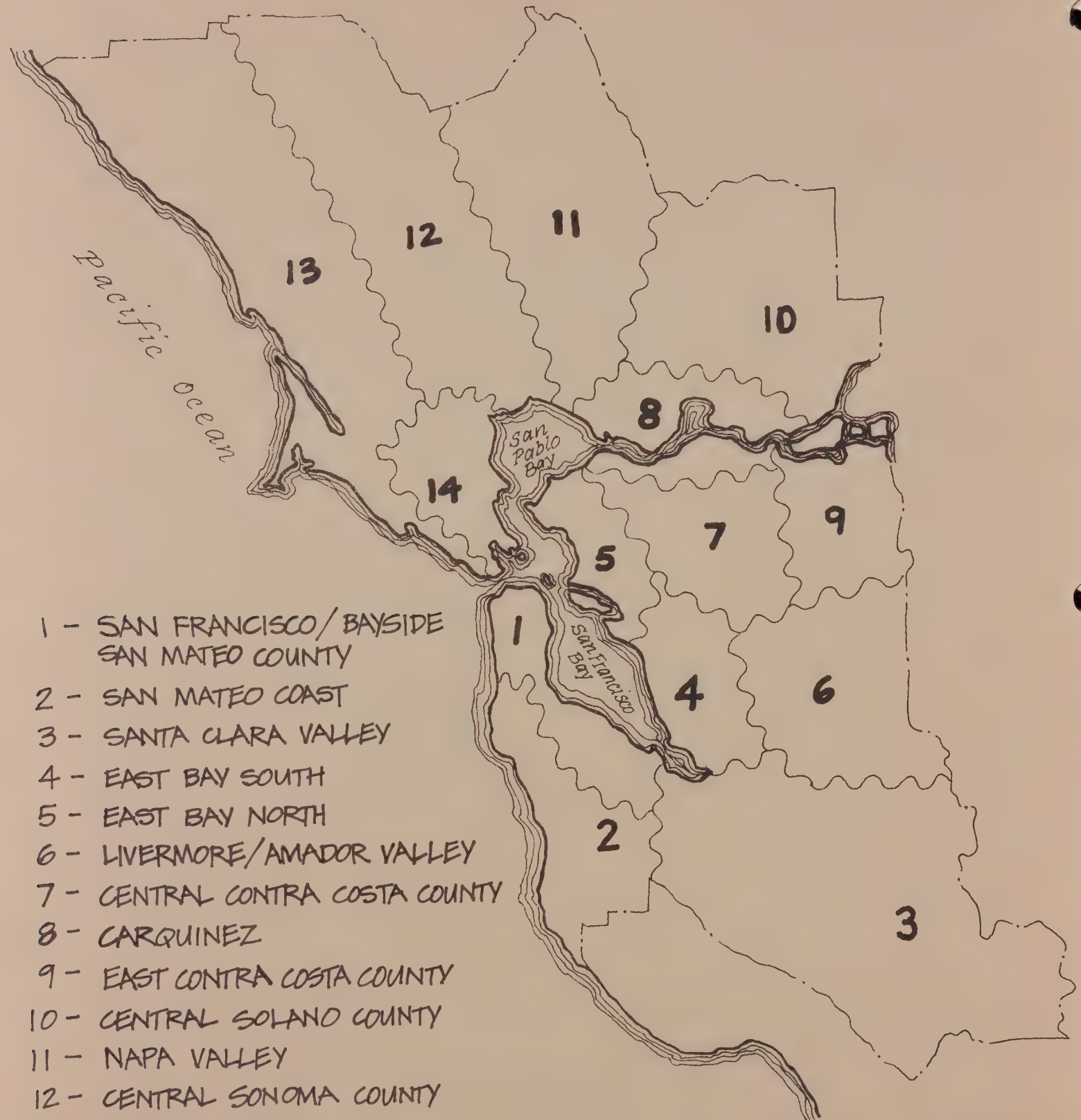
1. Citizen participation and input in regional decision making. Alienation must be avoided. Minorities, especially poor minorities, tend to have minimal participation in the political process at all levels. They should be brought into the areas of political decision making as much as possible.
2. Economy/efficiency through units of government that deliver effectively such services as sanitation, police and fire protection, recreation, as well as health and welfare services.
3. Legitimacy. In order for the preceding values to be maximized in a system of regional governance, the system must be perceived as legitimate. This can only come about if the economic and social needs of low income and minority people are made an explicit part of regional objectives, policies, and actions.

(Regional Plan--1978)



SUBREGIONAL PLANNING

SUB-REGIONAL PLANNING AREAS



- 1 - SAN FRANCISCO/ BAYSIDE
SAN MATEO COUNTY
- 2 - SAN MATEO COAST
- 3 - SANTA CLARA VALLEY
- 4 - EAST BAY SOUTH
- 5 - EAST BAY NORTH
- 6 - LIVERMORE/AMADOR VALLEY
- 7 - CENTRAL CONTRA COSTA COUNTY
- 8 - CARQUINEZ
- 9 - EAST CONTRA COSTA COUNTY
- 10 - CENTRAL SOLANO COUNTY
- 11 - NAPA VALLEY
- 12 - CENTRAL SONOMA COUNTY
- 13 - NORTH COAST
- 14 - URBANIZED MARIN COUNTY

ASSOCIATION OF
BAY AREA GOVERNMENTS



SUBREGIONAL PLANNING

Introduction

ABAG conducts subregional planning and analysis in order to apply the general regional policies and objectives found in Chapter IV of the Plan to situations and issues unique to different parts of the region. Regional policies and objectives are long-range, apply regionwide, and are directed at achieving a single purpose (e.g., to provide housing or to improve transportation). Subregional planning is short-range in nature and focuses on determining what actions are necessary to implement long-range regional policies. Since implementing actions for different policies may conflict with one another, subregional planning may entail making trade-offs or establishing priorities.

A new framework for subregional planning was begun in 1978. Based on the identification of regional issues and opportunities throughout the region, fourteen subregional planning areas have been delineated. Since the issue statements describe how development activities in one area may relate to those in other areas, and since different issues may affect all or part of a planning area, it cannot be assumed that the issues can be resolved by determining what implementing actions are appropriate for one area. For this reason, the identification of planning areas should not be viewed as carving out finite geographical limits. As perceptions of issues change, the areas themselves may change. The areas simply serve as a vehicle to identify clusters of issues where the resolution of one issue may bear on another. The planning areas are based on a broader range of issues than transportation corridors, which until now have provided the framework for subregional planning studies.

By concentrating on interrelated issues at the subregional level and by initiating subregional studies to resolve these issues, subregional planning becomes a comprehensive planning activity. By making trade-offs or establishing priorities among the different regional policies themselves, policies may be implemented in a way that accounts for different conditions throughout the region.

In discussing each subregional planning area, the following format is utilized:

- 1) General Conditions: Descriptive data about existing conditions and trends, designed to give the reader a broad overview of the area. This subsection provides only summary information.
- 2) Issues: This subsection consists of an identification of issues, problems, and aspects of development activities which relate to existing regional policies and objectives.
- 3) Existing Regional Position: Based on the actions of ABAG's Executive Board, this section consists of a listing of major policy positions which relate to the issues listed above. For some areas (e.g., the San Mateo Coast Livermore Amador Valley and Santa Clara Valley), Executive Board has approved a comprehensive set of policies and implementing actions. For other areas, policy actions from major A-95 recommendations are listed. For still others, there is no position statement because Executive Board decisions have not addressed the problems identified in the statement of issues. Since it is the intent of this subsection to illustrate how ABAG has applied regional

policies to those areas in the past, references to specific jurisdictions have been deleted. References to jurisdictions remain where the position statements were developed through a regional-local planning study (corridor studies) with full participatory opportunities for all interested parties. Staff comments on environmental impact documents are also included where they discuss issues of regional significance and/or follow up on Executive Board recommendations.

A major benefit of incorporating a subregional perspective into the Regional Plan is to clearly articulate ABAG's position on how development can occur consistent with regional policies. In the past, local agencies, service districts, and land developers have had difficulty interpreting how broad regional policies apply to various parts of the region.

Intended uses of this framework include:

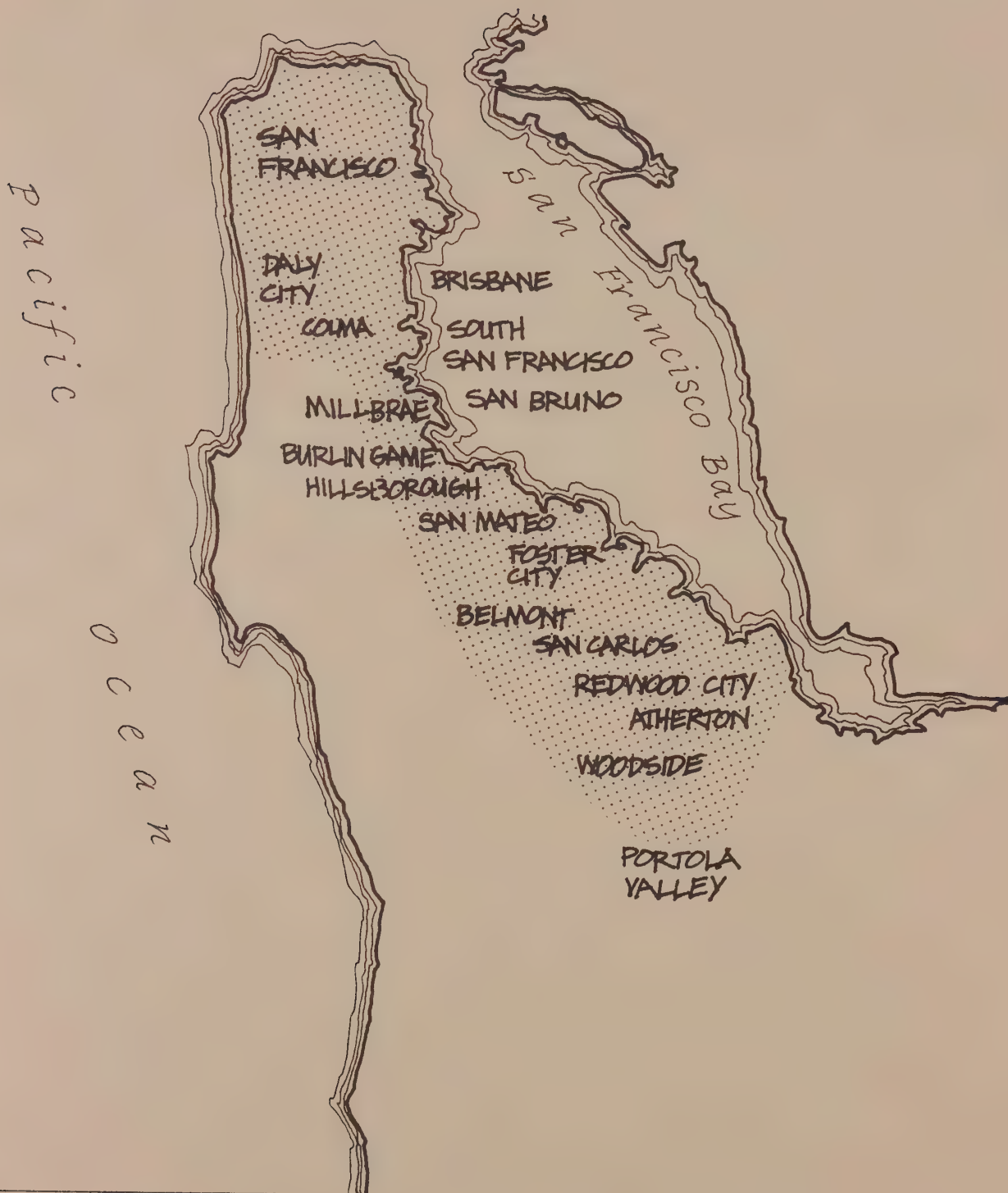
- o Existing Regional Position statements illustrate how ABAG has applied regional policies to these areas in the past. The contents of this subsection will be amended annually to add the

most recent project review recommendations of Executive Board.

- o Issue statements will serve as an expression of regional significance; i.e., project reviews at ABAG will focus on the relationship of the projects to these issues. Presently, there is limited understanding of why certain projects, plans and developments are deemed to be of regional significance by ABAG. This subsection is designed to fill that void. As perceptions of issues change, these statements will be revised.

- o The planning areas themselves can serve as units for future subregional planning studies. In the past, these studies have occurred in terms of transportation corridors. Future studies, which involve both local and regional agencies, may occur through the study of one or more subregional planning areas. Since these studies serve to refine the issue statements and to develop comprehensive position statements, the areas themselves can be defined more specifically as detailed analyses are undertaken.

**SAN FRANCISCO/BAYSIDE
SAN MATEO COUNTY PLANNING AREA**



1 San Francisco/ Bayside San Mateo County Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



SAN FRANCISCO/BAYSIDE SAN MATEO COUNTY PLANNING AREA

I. GENERAL CONDITIONS

This area includes San Francisco and all cities in San Mateo County except Pacifica and Half Moon Bay which are included in the San Mateo Coast Planning Area. The San Francisco/Bayside communities are linked together by similar conditions and relationships to common regional issues, such as the potential for growth of San Francisco International Airport and the development of downtown San Francisco as a regional employment center.

San Francisco continues to be the most prominent center of the region's economic, administrative, and cultural activities. In 1975, total jobs in San Francisco accounted for 26% of the regional total. Over 40% of San Francisco's jobs were in government, business, institutional and personal service industries. Additionally, over half of the region's finance, insurance, and real estate jobs were in San Francisco. These industries and retail trade appear to be relatively strong and may in the future represent a higher proportion of jobs in San Francisco. At the same time, various blue-collar industries--port-related wholesale trade and commerce, manufacturing, and warehousing--appear to be declining. ABAG projects a 21% increase in total employment between 1975 and 1990. In San Mateo County, wholesale and retail trade provides the greatest number of jobs followed by manufacturing and construction, services, and government. Transportation and utilities jobs comprised only 14% of total jobs in 1975, yet this percentage is greater than that for any other Bay Area county. In 1975, 16% of the County's work force commuted to work in San Francisco.

The total population in San Francisco declined between 1960 and 1970 and is projected to decline through 1990. As population decreases, the number of households is projected to increase. San Francisco has one of the more socially diversified populations in the region. Upper income people continue to reside in a number of well-established neighborhoods and more recently in condominium developments throughout the city. About 10% of all families had incomes below the poverty level in 1970 and median family income was the third lowest of all Bay Area counties. The city is populated by large concentrations of blacks and Hispanic people and has by far the largest population of Asian-Americans in the region. About 14% of the population is 65 years of age and older; this percentage is the highest regionwide. With a large low-income population it should be noted that over 17% of the 1970 housing stock was physically substandard and/or overcrowded. Between 1970 and 1976 unemployment increased by 119%; yet job growth occurred at a rate similar to that of the region.

San Mateo ranks second highest of all Bay Area counties in median family income and has the smallest percentage of families with incomes below the poverty level. In 1970, Hispanics constituted the largest minority group, 11% of the total county population. Compared to San Francisco, household sizes are larger and the proportion of residents under 19 years old is twice as great. Between 1970 and 1976, unemployment doubled in San Mateo County; job growth occurred at a rate slightly less than in San Francisco. The County had the second fewest substandard housing units of all counties in 1970, while the 1975-76

per capita assessed valuation ranked highest regionwide.

Throughout this planning area there are relatively limited opportunities to support added population growth. Most vacant residential land is located in hillside areas which lack urban services and where environmental conditions may preclude all but very low density and high cost units. San Francisco recently downzoned many existing residential areas and this action has the effect of reducing the previous potential for population growth. Foster City and Redwood Shores appear to be the only bayside communities with vacant land to support substantial new residential development.

New development may occur in other ways:

- 1) Residential growth in San Francisco is occurring through new construction at scattered sites and in redevelopment areas. A variety of housing redevelopment, conservation, and improvement programs are also underway for low- and moderate-income households. Economic growth may occur as a result of market trends which appear to favor the concentration of office and retail activities in San Francisco and through economic development (e.g., for the port facilities) and redevelopment (Yerba Buena and India Basin) projects.
- 2) In Bayside San Mateo County, airport-related commercial and industrial activity offers significant opportunities for future economic growth. This growth may, in part, be dependent on increasing the capacity of the airport facilities to accommodate

increased passenger traffic. Elsewhere, the Port of Redwood City is in the process of formulating plans to accommodate new economic development; sites in Brisbane, Burlingame, and San Mateo are being considered for a new convention center; and Menlo Park's Industrial Center will create approximately 1600 new jobs. With respect to residential growth, there are about 879 acres in scattered residential sites primarily in the cities of Daly City, San Bruno, and South San Francisco. Redevelopment efforts are either planned or ongoing in Brisbane, Daly City, and South San Francisco. The County Housing Authority is undertaking a number of programs to expand housing opportunities for low- and moderate-income people.

This area is served with an extensive transportation system: highways, transit, rail and the airport. Limited peak hour congestion occurs on many major highway facilities in San Francisco and along Highway 101 in San Mateo County. Within this area, the most dominant commute flow is from San Mateo north to San Francisco at a volume greater than flows from Alameda, Contra Costa or Marin Counties. A variety of transit services are available both in San Francisco and San Mateo County and these services will be improved and/or expanded in the future. Transit use in San Francisco by far exceeds that anywhere else in the region. Almost all transit commute trips in the region are destined for San Francisco.

Generally, the existing and planned capacities of water and wastewater facilities appear adequate to accommodate short-range needs, except for wastewater plant expansions planned for San Mateo and Foster City

in the early 1980's. Although water supplies were scarce during the drought, the capacities of facilities seem adequate. New supplies (e.g., Hetch Hetchy) may be needed to serve long-term needs in Bayside San Mateo County.

Four environmental concerns seem preeminent: 1) the area's sensitivity to seismic activity, 2) existing air quality conditions where maximum carbon monoxide and oxidant concentrations exceed State and Federal standards (e.g., maximum oxidant concentrations exceeded the new Federal standard at all monitoring stations in this planning area in 1976), 3) noise and air pollution related to airport activities, and 4) the need to maintain scenic amenities and provide recreational opportunities in proximity to urban populations (e.g., San Bruno Mountain).

II. ISSUES

One particularly divisive issue in this area is the airport, specifically: 1) the extent to which airport capacity may be increased to serve future passenger and cargo traffic needs, 2) the extent which airport operations cause adverse environmental impacts (air, noise) on existing and planned residential use, and 3) the extent to which transit access to the airport can be increased. With or without an expansion of airport facilities, the airport could induce economic growth and jobs, an important source of public revenues in San Mateo County. San Francisco derives revenues from the operation of the airport facilities.

Other regional issues include:

- 1) Economic Development--Although this area has a relatively strong and diversified economic base, present tax laws encourage cities to compete for revenues. Those jurisdictions successful in attracting substantial amounts of commercial and industrial development build a strong, diverse tax base, while other jurisdictions face increasing public service costs associated with residential development. San Francisco has housing, public facilities, and social service needs which by far exceed those of neighboring jurisdictions. Its ability to meet these needs may be diminished by the "suburbanization" of economic growth. Accordingly, San Francisco supports the diversification of its economic base by encouraging development in sectors where it holds a competitive advantage (finance, commerce, services, tourism). At the same time it seeks to strengthen those aspects of its economic base that have declined somewhat.

In an area, such as San Francisco, with consistently high unemployment among certain segments of its population, the suburbanization of jobs that provide entry level or low-skill employment adversely affects the urban unemployed and low income populations who are often not able to afford commuting, and/or unable to find adequate low cost housing in suburban areas. With transportation systems (especially transit) operating to serve suburban commuters who work in San Francisco, increased coordination between major transit operators would appear

necessary to make job opportunities in San Mateo County more accessible to transit-dependent users from San Francisco. Encouraging diversified housing opportunities in areas near suburban job centers and the success of economic development and redevelopment programs that maintain and strengthen the diversification of San Francisco's economic base result in jobs and housing located in proximity to one another and benefit lower income populations.

As San Francisco continues to grow as a white collar employment center, and lacking commensurate growth of housing opportunities at a price/rent level to accommodate new workers, the regional trend towards long-distance commuting will continue. From Bayside San Mateo County alone, ABAG projects a 26% increase in commuting by 1990. The adverse impacts of this trend include substantially more congestion on all highways leading into the City, exacerbation of air quality problems, increased demand for scarce energy resources and further strain on transit systems, some of which currently operate at capacity during peak hours.

- 2) Housing--As an area with great numbers of low-income families, housing needs clearly merit attention. Although it is generally recognized that the level of Federal assistance is inadequate to address the scope of the region's low-income housing needs, this appears to be especially true in San Francisco where housing issues are particularly complex and

involve the poor, racial and ethnic minorities and the elderly. Local agencies in this area utilize the full range of subsidy programs in attempting to increase housing opportunities. In viewing low- and moderate-income housing opportunities in relation to job growth it would seem especially important that efforts to increase these opportunities continue as employment opportunities expand throughout this area.

It should be recognized that while the low- and moderate-income housing issue is critical, maintaining and expanding housing opportunities for middle- and upper-income people would also have great value due to the proximity of jobs and the availability of transit. The cost of housing and the limited supply of available land are primary factors which may limit residential growth, and land use decisions such as downzonings may have the same effect. Infill, conversions, increased density and condominium development could serve to increase housing for all segments of the population, although public sentiment may be opposed to such changes in some communities. Opportunities for new housing may also be limited by environmental constraints and the increasing problems faced by local governments to finance the construction and operation of necessary public services. Local governments' fiscal capacities to accept residential development may also conflict with the need for expanding other uses, facilities, or amenities. ABAG projections show only a 7% increase in

occupied dwelling units in San Francisco to 1990 and a projected decline in population. When this is compared with a projected 21% increase in total employment, it seems evident that housing opportunities will not expand at a rate that will improve the housing/jobs balance.

3) Transportation--To some extent transportation issues have been discussed above in relation to the airport, housing and economic development. Other transportation issues also merit attention as they relate to development both in this area and others:

- i) the need to provide transit access to recreational facilities on the coast while protecting its unique resource values.
- ii) the need to increase transit use and capacity to employment centers as residents from other areas continue to commute via the automobile. One immediate problem is how Southern Pacific service, which runs between Santa Clara County

and San Francisco will be provided and financed. A related issue is the need to provide better bus service to the Southern Pacific stations.

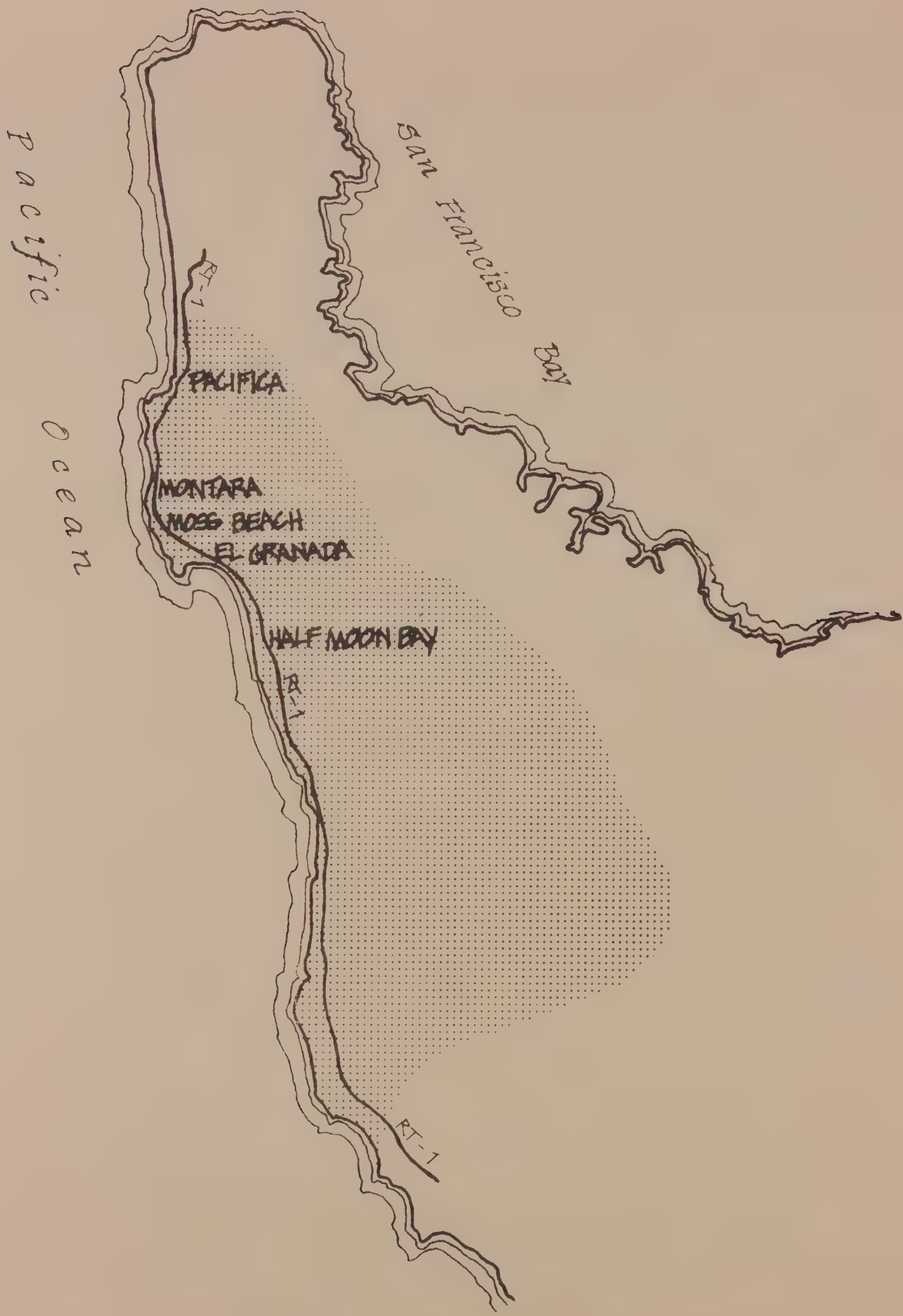
- iii) the need to provide transit to new employment centers both within this area and to employment growth occurring elsewhere.

4) Water Supply--With most of Bayside San Mateo County purchasing water from the San Francisco Water Department, efforts to expand water supplies to meet the long-range needs of the Bayside will depend on cooperative institutional and financial arrangements between SFWD and service districts in San Mateo County.

III. EXISTING REGIONAL POSITION

Past actions of the Executive Board have not addressed the range of issues described above, hence there is no position statement for this planning area.

SAN MATEO COAST PLANNING AREA



SAN MATEO COAST PLANNING AREA

I. GENERAL CONDITIONS

The San Mateo Coast planning area contains a wealth of environmental resources: (1) existing and potential recreational sites, (2) soils which are capable of supporting specialty crops which depend on the coastal climate, (3) unique plant species and animal habitats, (4) wetlands, and (5) scenic views. Agriculture is the major industry on the Coast, and an analysis of national demand patterns and recent trends in San Mateo indicate a large growth potential for horticultural production.

The 1975 population of the Mid-Coastside area (Half Moon Bay and nearby unincorporated communities) was about 12,000 people. Pacifica's population was about 39,000. Pacifica and the Mid-Coastside have traditionally developed as residential suburbs. In 1970, 75% of the resident labor force held jobs outside of this area while 45% of the coastal jobs were held by residents who commute in from other areas. Employment growth has occurred mainly in response to population growth with retail trade, services, and local government showing the largest increases in employment between 1965 and 1970.

As the demand for new housing increases, residential development may occur in environmentally sensitive areas. Most of the land available to support residential growth countywide is located in Pacifica and in or around Half Moon Bay. In Pacifica most of the flatlands are developed and the infill of small vacant parcels has been occurring for the past few years. Most vacant land in Pacifica is located in hillside and ridgeline

areas. Hillside areas are regulated through zoning which allows for development consistent with environmental constraints. Whether or not development will occur along the ridgelines is uncertain. The city is considering a plan designation which could result in the approval of design standards to offset potential impacts on the coastal viewshed. On the other hand, a development proposal for Sweeny Ridge on 1100 acres, consisting of 1500 dwelling units and neighborhood commercial uses, is now being prepared.

In and around Half Moon Bay, undeveloped land is in agricultural use and/or has prime soils. These lands, in large part, fall under the County's Resource Management Zoning Ordinance which applies to 253 square miles of land. This ordinance allows only very low density residential use in these areas due to the presence of lands with steep slopes, agricultural preserves, flood plains, seismic activity zones, existing and potential recreational uses. The County recently enacted an interim ordinance providing for 160 acre zoning of agricultural lands and is considering making this ordinance permanent.

The availability and use of most public facilities pose problems in this area. State Highway One, a major access route for both commuters and recreationalists, is considered unsafe and is expensive to maintain in good operating condition. Transit service has only recently been initiated between the bayside and the coast, and service is limited. Wastewater facilities in unincorporated areas discharge through outfalls in proximity to a marine reserve, although new facilities are planned to remedy this problem. Water supplies are limited

in agricultural areas and can accommodate only limited, if any, population increase in Half Moon Bay and nearby unincorporated communities.

II. ISSUES

The central issue on the San Mateo Coast is the extent to which new urban development can be accommodated without degrading the environmental resources of this area. Coastal areas of the region provide valuable physical resources which can't be duplicated elsewhere. While many resources are extremely vulnerable to degradation by urban activity, the value of recreational opportunities can only be realized by providing safe and adequate access in order to provide for active use.

Some local policies favor increased highway capacities. Regional analysis, however, has shown highway capacities to be adequate to serve both commute and recreational travel demands. The lack of parking facilities, not highway capacities, is viewed as the major constraint to increased use of recreational resources. Increased transit service, while difficult to provide, could also increase access to recreational areas. The relationship between the capacity and area served by public facilities is also important if resource values are to be preserved. Within urban areas, resources areas (prime agricultural land, ridglands) are subject to development pressures. Adjacent to coastal communities, both local and regional policies serve to limit the extent of urbanization which could occur. Since a number of projects (water, wastewater, transportation) may be proposed which could provide capacity to induce population growth in sensitive areas, extensive

mitigation may be necessary to protect these resources.

Another issue of interest is institutional. The Coastal Commission has the regulatory power to control development in this area. ABAG's Local Governmental and Organization Committee has endorsed the State Coastal Plan. Whereas ABAG's policies are seen to be consistent with those of the Coastal Plan, ABAG's perspective toward coastal issues (e.g., access to the coast) differs from that of the Coastal Commission, hence recommendations to implement general policies may differ slightly.

III. EXISTING REGIONAL POSITION

This position statement, which addresses most of the issues statements above, consists of policies and implementing actions approved by Executive Board and the Metropolitan Transportation Commission in 1975 as a result of the San Mateo Coast Corridor Evaluation, a subregional planning study undertaken jointly by both agencies. The approved recommendations provide an extensive set of review criteria to evaluate proposals to improve key public services (water, wastewater, transportation) and a series of recommendations to other agencies who regulate development and provide services in this planning area. Since this position statement is the product of a comprehensive study, with local government and citizen involvement occurring throughout the planning process, the summary of actions listed below refer to specific communities, agencies, and projects.

The approved actions emphasize the need to coordinate the provision of public facilities with land use

decisions to provide for higher density and compact development in urban areas and to preserve the coast's natural and scenic resources, including prime and economically productive agricultural land. Recognizing fiscal limitations, the policies support the long term goal of public ownership of and access to a continuous strip of land along the coast. Transportation improvements would be made by increasing transit and improving the efficiency and safety of the road system. Increases in highway capacity would be considered after 1990. Key implementing actions are listed as follows:

1. ABAG would recommend approval of public service improvements beyond the corporate limits of Half Moon Bay, Pacifica and Phase I Urbanization Areas only if assurances are given against degradation of natural resources.
2. ABAG would recommend approval of water and wastewater capacity increases commensurate with the following 1990 population levels: 19,000 in the Mid-Coastside and 42,000 in Pacifica. Approval would be contingent on the applicant agency's submission of information that documents the relationship between capacity and population served.
3. ABAG would not recommend approval of increases in wastewater capacities until the San Mateo Local Agency Formation Commission (LAFCO) has established an urban service area boundary.
4. ABAG would not recommend approval of any Federally assisted development proposals

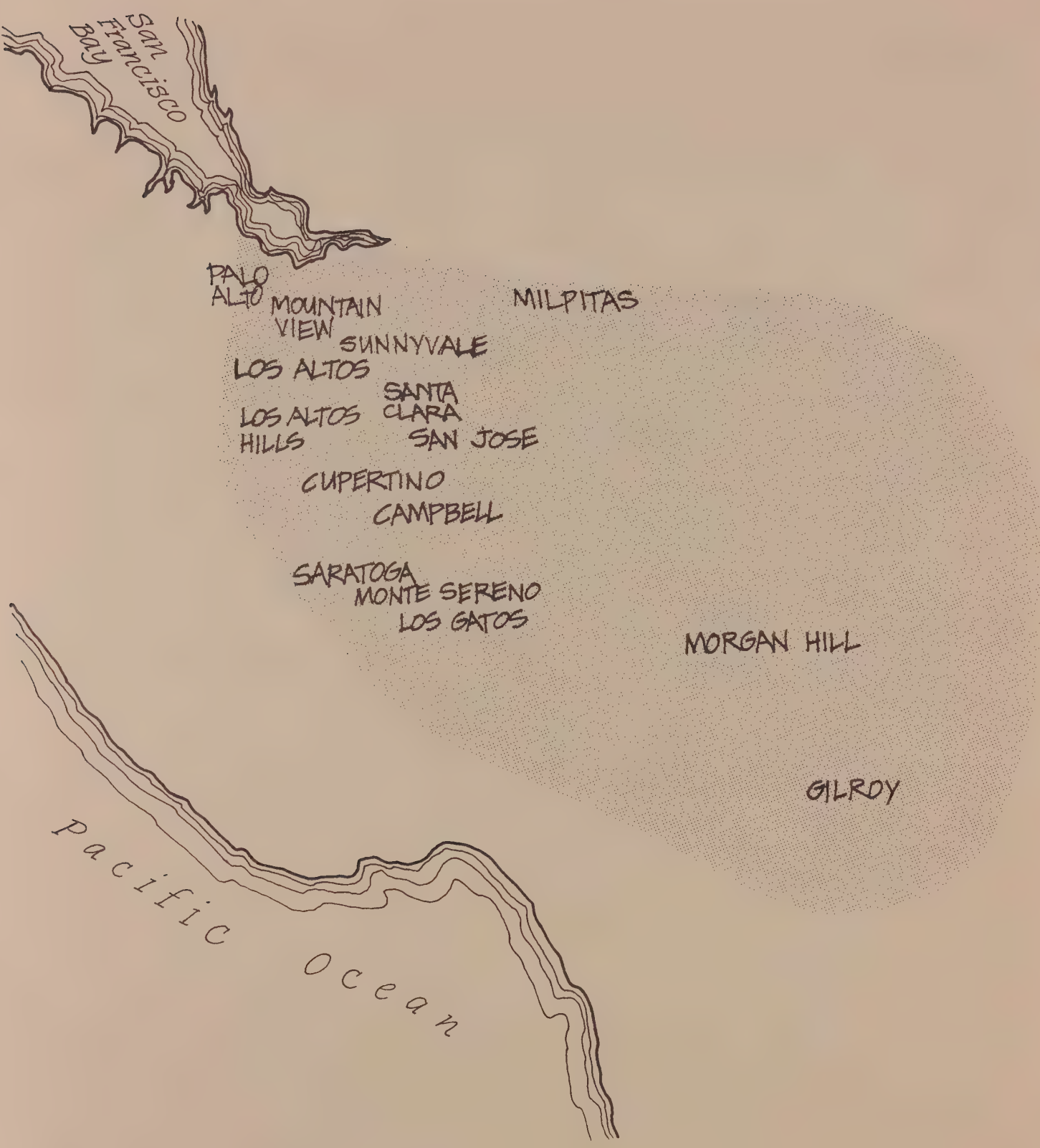
that would result in the conversion to urban use of prime agricultural lands, lands suitable for the production of coastal-dependent crops, or economically productive agricultural lands outside Half Moon Bay, Pacifica, or San Mateo County's Phase I Urbanization Areas.

5. ABAG would not recommend approval of any Federally assisted development proposals which would convert to urban use prime agricultural lands or land suitable for the protection of coastal-dependent crops inside Half Moon Bay, Pacifica, or San Mateo County's Phase I Urbanization Areas unless it is demonstrated that continued or renewed agricultural use of such lands is not feasible because of location, size, soil type or other characteristics.
6. MTC would program funds for transportation projects which would improve the safety and efficiency of the existing system, including a two-lane Devil's Slide bypass with bus and truck climbing lanes and one additional lane on Sharp Park Road.
7. MTC would not approve capacity increases for Routes 1 and 92 before 1990. After 1990 increases would be considered in light of transit feasibility.
8. MTC would not program funds for the construction of Route 380 west of Route 280.
9. MTC would incorporate Sharp Park Road and Westborough Boulevard as proposed improvements in its Regional Transportation Plan as substitutes for Route 380.

10. MTC would include additional funds in the Transportation Development Program (TDP) for increased transit service to recreational sites.
11. ABAG and MTC would not recommend approval of public service projects (water, wastewater, transportation) unless there is affirmative local effort to increase the supply of low- and moderate-income housing or if the transportation project improves the accessibility of low-mobility groups.

Based on the actions listed above, Executive Board recommended funding for a grant to improve wastewater facilities for Half Moon Bay and nearby unincorporated areas subject to the following conditions: (i) that 300,000 gallons per day be set aside for recreational use, leaving 1.7 million gallons per day for domestic use through 1997, (ii) that local agencies reduce their service area to that area recommended for urbanization above (see #2 above), and (iii) that local agencies request a sphere of influence study by the San Mateo County Local Agency Formation Commission.

SANTA CLARA VALLEY PLANNING AREA



SANTA CLARA VALLEY PLANNING AREA

I. GENERAL CONDITIONS

From a population of less than 300,000 in 1950, Santa Clara County's population quadrupled to approximately 1.2 million in 1975. This represents approximately 25% of the total population of the region. The county has 22% of the region's housing stock and 14% of the region's prime vacant residential acreage. Countywide, single-family housing outnumbers multiple family units by a ratio of three to two. San Jose currently possesses 58% of the county's prime vacant residential land. In fact, nearly three-fourths of the prime residential land in the county is concentrated in south San Jose, Milpitas, Morgan Hill, and Gilroy. The majority of this land is flat and there are pressures to develop this land in the same manner as in the past. There are also significant amounts of vacant residential land in the cities of Cupertino, Saratoga, and Los Gatos, which together comprise 21% of all prime vacant residential land in the county. However, most of this land is in hillside areas where slope and seismic considerations may preclude all but very low density and high cost residential development. Median rents and housing values are higher than the county median in the North County cities and the western communities. Median rents and housing values are lower in San Jose and developing areas in South County.

Hispanics constituted 12% of the 1975 population in Santa Clara County--the largest concentration of Hispanics in the Bay Area. The majority of Hispanics live in San Jose, Milpitas, and the South County area. The Black population is the second largest minority population comprising 3% of

the county total. Other minorities include Japanese (2%), Chinese (1%), Filipino (1%), and Native Americans (0.5%). Blacks and other minorities generally reside in the same communities as Hispanics. Recent studies have shown that low-income status and overcrowded/deteriorating housing conditions are prevalent in those areas with high concentrations of minorities. In addition, according to 1975 unemployment statistics for the county, the rate of unemployment for Hispanics and Native Americans was more than double the county's unemployment rate of 9%.

Santa Clara County has 25% of the total jobs and 35% of the manufacturing jobs in the region. The County presently has approximately 13,000 acres of improved industrial park land and land designated for industrial use. This constitutes about 21% of all prime industrial vacant land in the region. The majority of this land (44%) is in north San Jose and the Edenvale area in south San Jose. Other substantial amounts of prime industrial land are in Santa Clara (11%), Milpitas (10%), Sunnyvale (9%), and the South County cities of Morgan Hill (12%), and Gilroy (7%). Locally, jurisdictions use assessment districts and capital improvement programs to assure the provision of needed facilities and services. Historically, major employment opportunities have concentrated in the cities of Palo Alto, Mountain View, Sunnyvale, and Santa Clara. Industrial growth is slow in other parts of the county compared to these four cities. However, recent industrial development approvals (e.g., IBM, Fairchild) in San Jose appear significant, relative to the scale of economic growth occurring in many other planning areas.

Agriculture is a major economic force in the county. Although agricultural land has converted to urban use at a rapid rate, the value of agricultural production and average annual agricultural employment levels rank high relative to other counties in the region.

The automobile is used by over 90% of all persons making trips within the county. Approximately 7% of all households countywide did not have an automobile available. Lack of auto ownership is most prevalent in central areas of the County's cities, as well as in southeast San Jose. Public transit has only been available since 1972 and presently accounts for only 1% of all work trips within the county. Virtually all of the county transit district's regular weekday and midday bus routes operate in areas where the majority of the transit dependents are located. In addition, a Dial-A-Ride service is available in South County to deliver passengers to transfer points where they may connect with the major north-south bus line. Frequency of service and difficulty of transferring from one bus line to another remain as major problems for most transit dependents. Transit access is also provided by the Southern Pacific Railroad which provides service north along the west side of the Bay from central San Jose to San Francisco. This service is presently being subsidized by San Francisco, San Mateo, and Santa Clara Counties.

Although 95% of all trips stay within the County, a sizable number of trips are made to the peninsula and Alameda County. The county's proportions of intra and inter-county trips are not significantly different from that of other counties in the region although Santa Clara County has the highest proportion of work trips staying in the county (approximately 90%) mainly

due to its large employment base. Nevertheless, in-commuting to Santa Clara County numbered 85,000 daily in 1975.

Air quality conditions are severe countywide. Meteorological conditions, which transport pollutants south from other areas of the region, combine with mobile and stationary sources within the Santa Clara Valley to generate significant pollution. With air layer inversions, pollutants are trapped and cannot disperse. In 1976, maximum oxidant concentrations exceeded the new Federal standard at all county monitoring stations. The old standard was exceeded over thirty days at Alum Rock, San Jose, and Gilroy. Carbon monoxide concentrations exceeded State and Federal standards in San Jose and Sunnyvale.

Santa Clara County fronts the most southern part of San Francisco Bay. Water resources in this area include salt ponds, sloughs, and estuarine flats. Those areas abut existing development and are particularly vulnerable to waste discharges because this part of the Bay lacks sufficient water circulation.

In more remote areas of the county (not anticipated to develop in the foreseeable future) environmental conditions may preclude development. The San Andreas Fault lies in the west end of the county in the Santa Cruz Mountains and the Calaveras Fault lies to the east along the Diablo Mountain Range. The Hayward Fault lies a few miles west of the Calaveras and secondary faults are located throughout mountainous areas. Jurisdictions such as Milpitas have begun stringent control of hillside development that is just beginning to encroach into hazardous foothill areas.

Deterioration of groundwater supplies could result from development of some areas of the Valley where some development already exists on septic tanks, such as in South County. Mercury contamination of reservoirs, areas prone to flooding, and land subsidence in north San Jose and the City of Santa Clara are other environmental problems which should be addressed.

The capacities of public facilities do not seem to impose near-term development constraints except in Gilroy and Morgan Hill where population growth may be limited by both existing and planned wastewater capacity. The passage of a recent bond issue to finance the San Felipe water project seems to assure adequate water capacity. Highway capacity expansions are planned in South County via the completion of the Highway 101 bypass from Cochran Road in Morgan Hill to Ford Road in south San Jose; the completion of the Route 280/680/101 interchange in east San Jose; and the construction of the Guadalupe Freeway (Highway 87) through downtown San Jose.

II. ISSUES

With industrial growth continuing to concentrate in the North County cities and the most dynamic residential growth occurring in the central and south county cities, the imbalance between the location of housing and jobs appears to have a number of important consequences:

1) North County cities are competitive and successful in attracting industry. As cities in this area accrue revenues from industrial development, other communities bear the cost of providing services to accommodate housing demands generated by this industrial

growth. For example, San Jose has policies to encourage economic growth whereby the city seeks to capture about 70% of all new jobs in the county by 1990. If implemented, the fiscal health of San Jose would be measurably improved although efforts by other cities to increase employment or maintain a balance of housing and jobs could be adversely affected. The future distribution of employment opportunities throughout the county will, in large part, determine what other actions (e.g., revenue-sharing) would be necessary to remedy fiscal disparities.

- 2) If a balance between jobs and housing is to be achieved, slightly higher residential density development is needed in those cities with a surplus of jobs but limited housing opportunities. The provision of new housing in proximity to jobs would serve to reduce both the amount and length of home-to-work trips. Coupled with the need to provide more housing closer to jobs is the issue of whether industrial growth will continue to occur if ample residential growth is not provided for potential employees.
- 3) Public transit is new and relatively untried in the county. Current plans call for more than doubling the current county bus fleet by 1982. While this will afford county residents a greater opportunity to use transit, it is anticipated that the private automobile will continue as the primary means of commuting.

4) Without slightly higher residential density development occurring closer to existing jobs, low density residential development will occur farther away from existing employment centers in the urban fringe areas of the county. The prevalence of low density residential use raises other issues:

- a) If low density residential development continues in the urban fringe away from employment centers, then it may be more difficult to provide transit service to these areas. Low density residential use may also lead to higher per unit service costs than for higher density development.
- b) Since new low density housing may not be affordable by lower income people, housing opportunities for this segment of the population may be limited to existing low income areas.
- c) New highway facilities are needed to improve highway safety and to accommodate both inter- and intra-regional transportation demand. Some highway projects are also essential to stimulate commercial redevelopment (i.e., Guadalupe Freeway through downtown San Jose). Current county and city plans call for the implementation of major highway projects with costs in excess of \$600 million dollars. This scale of improvements is unlikely because of limitations on Federal, State and local funds.

III. EXISTING REGIONAL POSITION

This position statement, which addresses most of the issue statements above, consists of land use policies approved by Executive Board on May 17, 1979 as the outcome of the Santa Clara Valley Corridor Evaluation. The transportation policies listed herein are pending approval by the Metropolitan Transportation Commission. After MTC acts on the transportation policies they will be forwarded to ABAG for approval as part of the Regional Plan.

RECOMMENDATIONS FOR DEVELOPMENT

- o Encourage new job formation and commercial development in central San Jose.

San Jose will soon become the most populous city in the region. While downtown redevelopment is now in early stages, increased commercial and office development appears certain - particularly in the area bounded by Civic Center, San Jose State University, and downtown. At the present time, development patterns in the cities in north county are largely fixed. While some densification of commercial uses and industrial facilities is anticipated, major redevelopment is not contemplated. At the same time, central San Jose is undergoing major changes. As San Jose plays an increasingly dominant role in the region, it can be expected to take on the character of other major urban centers. High density headquarters, banking, insurance, and real estate activities are expected to grow and will require centralized

office space accessible to the rest of the County. The workers in these offices will create an expanded market for shopping, entertainment and cultural facilities. San Jose can best serve this function, given its location and historical role as the government center of the County. This growth is not expected to detract but rather to complement existing industrial development and the research and development facilities in North County.

San Jose's central location also makes the most efficient use of transit. Existing commuter rail service and improvements proposed for transit work best where there is a focus of activity, carrying people from several different residential areas into a core work place. Encouraging jobs in downtown San Jose will help reduce the need for auto commuting, and thereby also reduce air pollution and conserve energy.

- o Encourage manufacturing jobs which depend on highway access to locate in the northern San Jose/Milpitas area.

Relatively minor expansions to the existing transportation system can accommodate new job growth in this area. Truck and rail connections for factories are reasonably accessible at the present time. Job growth in this area would also be located closer to more of the region's labor force and more of the land would be ready for residential development within the region.

- o Encourage job development in the Edenvale area of San Jose that can be served by existing highway and proposed transit

improvements and that is consistent with housing development in San Jose.

People commuting to jobs in Edenvale will be able to make use of existing "reverse" direction highway capacity as well as the proposed transit improvements. Additionally, the San Jose General Plan proposes adding 40-50,000 homes within approximately five miles of the Edenvale industrial sites. This new housing will be located in the Edenvale, Almaden and Evergreen neighborhoods and should reduce home-to-work trip distances by residents in these neighborhoods.

In recommending the Edenvale job center, it is important that San Jose continues to provide substantial housing in this area to help relieve housing pressure in Morgan Hill and Gilroy.

- o Encourage the development of higher density housing in North and Central County cities.

Housing is in great demand in North County cities because of the number of jobs already existing in the area. While there are limited opportunities to do this, more residential development of the type compatible with existing development patterns will mean less commuting and related improvements in air quality and energy consumption. In many areas, only relatively small parcels at high cost remain. Such parcels are better suited to higher density development than low density patterns. As these parcels exist within developed areas, costs of public services are also relatively lower than for new, low density

projects. Other North County cities, such as Cupertino, Saratoga and Los Altos Hills, still have substantial land planned for residential development and should be encouraged to permit modest increases in the density of housing developments. As an example, if housing density in Saratoga were amended from the present 1-1/2 houses per acre to 2 houses per acre; it would allow for an additional 1,600 new homes while maintaining the rural atmosphere of 1/2 acre lots.

Central County cities already contain large parcels of land available for a variety of housing developments. New residential growth in Central County should be encouraged to match the rate of industrial development. Higher density housing should be developed, where appropriate, in conjunction with the transit recommendations.

- o Support existing industrial development policies of Gilroy, Morgan Hill, to assure continued economic growth.

Both cities desire and need a supportive economic base. Such new commercial and/or industrial development should provide opportunities for people to live and work in their cities. In addition, jobs related to agricultural production, as well as new industrial and commercial jobs, should be created at a pace that meets the needs of current and new Morgan Hill and Gilroy residents.

- o Support city policies in Gilroy and Morgan Hill that provide for residential growth consistent with economic growth.

Job growth, both in the northern section of the county as well as within Morgan Hill and Gilroy, should not be so expansive as to create pressure for additional housing that cannot be accommodated without strain to existing services. The two South County cities are studying, and in some cases have adopted, policies which encourage a moderate rate of residential development consistent with existing industrial growth.

- o Support the maintenance of Coyote as an agricultural preserve and the strengthening of county policies restricting development in unincorporated areas of the county.

Development options for Coyote and the rest of unincorporated South County should be preserved beyond 1990, and planning for long-range development of this area should be deferred until more is known about the need to convert this productive agricultural land into urban uses.

- o Support the construction of new housing at a rate commensurate with new job development in the County. Such construction should be consistent with the above policies.

The present number of jobs in the northern section of the county is growing rapidly, putting pressure on Central and South County communities to provide housing. Policies by all cities and the county should

be aimed at preventing urban growth from leapfrogging into South County and even further south.

From a regional prospective, the countywide imbalance between the large number of jobs and limited new housing continues. Experience in 1978 suggests that the trend is worsening rather than improving. According to County estimates, almost 40,000 new jobs were added in 1978 while roughly 13,000 new housing units were constructed. The need for more housing, especially in areas near job growth, is increasingly apparent. Insufficient residential construction results in higher housing costs, low vacancy rates, and a reliance on housing outside the county to accommodate Santa Clara workers.

RECOMMENDATIONS FOR TRANSPORTATION

- o Transportation projects should be used to reinforce the desired land use patterns.
- o Transportation projects should be selected which maximize the total system's effectiveness.
- o Where possible, options for the future should be preserved.
- o Strategies need to be defined which will support the County in its quest for State and Federal discretionary funds.

Recommendations for Highways

The following highway projects are recommended for implementation. This program does not include improvements to local arterials and expressways.

The projects are listed by priority. An estimate of the amount of funds required for construction is shown in parentheses in millions of 1977 dollars. These estimates are given in ranges because specific design considerations may vary.

o Route 152

Widen to 4 lanes and add a median barrier and truck escape ramps between Pacheco Creek Bridge and the existing 4 lane section in the vicinity of the summit. This widening is to be consistent with an ultimate four lane Route 152

o Route 85

Protect right-of-way and continue purchases as required

Develop and implement ramp metering and preferential treatment for buses where appropriate (\$3-5 million)

o Route 101

Widen from four to six lanes in vicinity of Alum Rock interchange (\$5-10 million)

Add auxiliary lanes (weaving lanes between interchanges) north of Route 17 (\$4-6 million)

o Route I-280

Add two inside lanes between Route 17 and Magdalena Road (\$14-16 million)

o Route 87

Construct four lane expressway with appropriate grade separations to connect with Almaden Expressway in the vicinity of Curtner Avenue (\$18-20 million)

o Route 237

Upgrade to a four lane freeway west of Route 17 (\$20-25 million). Potential Federal-Aid-Primary status would increase the likelihood of funding

o Route 17

Widen by adding one lane in each direction from Route 101 to Fremont (\$8-12 million)

o Route 85

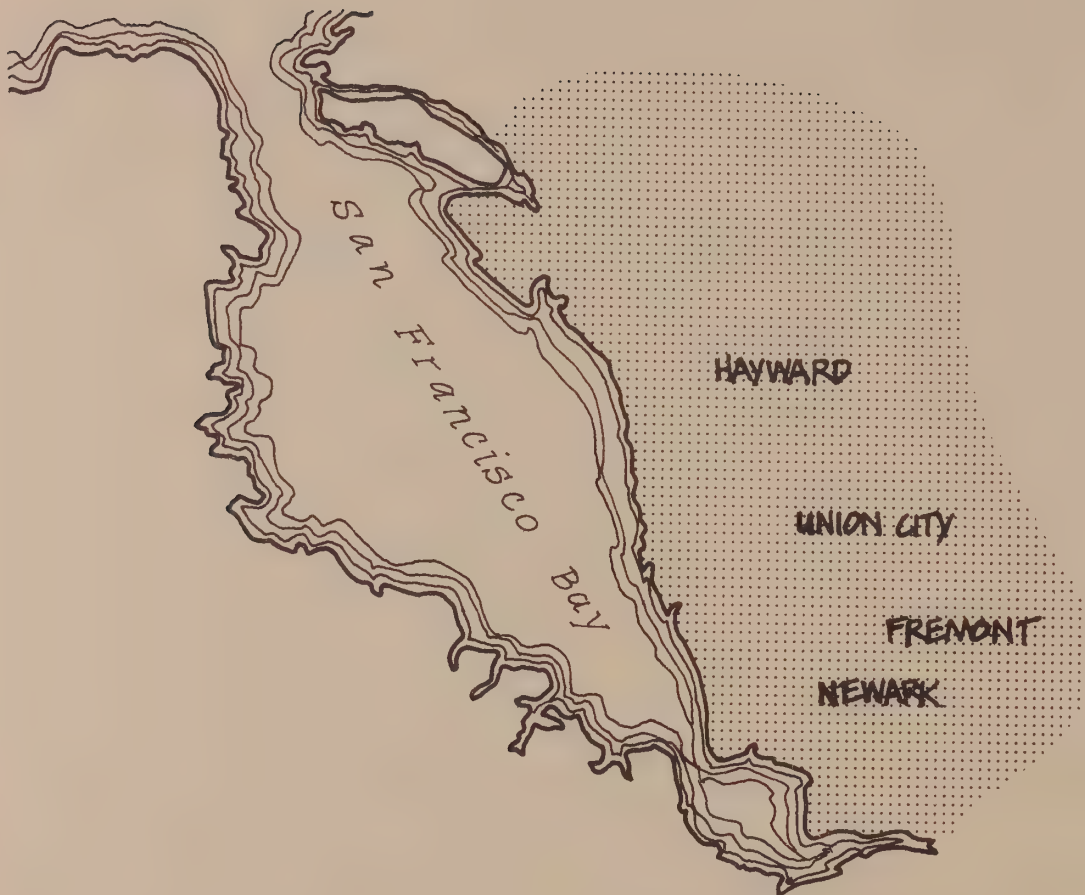
Make operational improvements in Cupertino. The existing Caltrans project which would cost approximately \$7-10 million to extend a freeway or expressway to Sunnyvale/Saratoga Road will be considered. The project is to be designed to avoid simply shifting traffic from Cupertino to San Jose and Saratoga Streets

In addition to the above projects \$4-6 million should be committed to make safety improvements, particularly on Route 152 (Pacheco Pass).

Recommendations for Transit

- o The bus system should be expanded to approximately 750 buses to provide adequate local and express service within the urban limits.
- o Expansion beyond the basic 500+ bus system should emphasize express service to downtown San Jose, express service from residential terminals to jobs in the industrial parks, and feeders to Southern Pacific and regional bus connections with BART.
- o Southern Pacific rail service between San Jose and San Francisco should be upgraded as recommended in the Peninsula Transit Alternatives Project (PENTAP).
- o Development of a "light rail line" should proceed in the Edenvale Corridor, and the full existing right-of-way for the proposed Route 87 south of Almaden Expressway should be preserved for rail transit.

EAST BAY SOUTH PLANNING AREA



4

East Bay South

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



EAST BAY SOUTH PLANNING AREA

I. GENERAL CONDITIONS

This area consists of a number of diverse communities in southern Alameda County: Hayward, Castro Valley, San Lorenzo, Fremont, Union City, and Newark. In 1975, the population of this area was approximately 375,000. Between 1965 and 1975 the annual population growth rate was about 2.5%. During this period, the annual population growth rate in Fremont, Newark, and Union City (5.63%) was far greater than in Hayward and neighboring communities (.7%). Most sources agree that the bulk of future population increases in Alameda County will occur in this planning area. Presently this area is much more suburban than the urban core of Alameda County: low density residential uses are predominant; concentrations of minority populations are dispersed; household sizes are larger; and the population is younger and more highly educated than elsewhere in urbanized Alameda County.

In 1975, median housing values in Fremont, Newark and Union City were below the county median. Elsewhere in the planning area, median housing values were slightly above the county median. Single-family residential use is the dominant form of housing. Hayward has the greatest proportion of multiple family units although they are outnumbered by single-family uses by a factor of two to one. In 1976 and 1977, approved building permits for single-family homes outnumbered those for multiples by the same ratio throughout the planning area. Multiple family uses are anticipated to increase as a proportion of the housing stock throughout the area although the single-family units are still

expected to outnumber multiples in the foreseeable future.

Between 1965 and 1975, total employment increased by 3% per year throughout the planning area. The number of employed residents increased by 3.6% with the greatest increases in Fremont, Newark, and Union City. Based on ABAG projections, growth in the number of employed residents is expected to increase faster than employment growth, which is indicative of continued commuting to other job centers.

Much land potentially available for future development has significant resource characteristics. Approximately 6500 acres of vacant land are available for future industrial use, a significant portion of which is flood prone and/or with prime agricultural soils. Land for future residential use is also subject to environmental constraints: in Castro Valley, some areas have slopes in excess of 25% to 30% and soils are highly erosive and susceptible to landslides. Hayward hillside areas have the same characteristics with potential seismic hazards in some areas. Fremont limits new residential development in the hills. In Union City, residential development is planned on lands with prime agricultural soils. Along the bay, major public uses include the San Francisco Bay Natural Wildlife Refuge and acquisitions by the Hayward Shoreline Planning Agency.

Due to highly developed transportation facilities that serve the area (freeways, two transbay bridges, BART, and AC Transit), the area is accessible to most other urbanized areas of the region which circle the Bay. Planned improvements to transportation systems include upgrading the Dumbarton Bridge,

(under construction) improvements to Highway 17 and completion of the 17/238 interchange. The Metropolitan Transportation Commission recently completed a study with recommendations which support a variety of improvements to Highway 17.

Planned wastewater facilities should provide adequate capacity to accommodate population growth, at least on a short-range basis. The expansion of facilities that serve Fremont, Newark and Union City is programmed for the early 1980's in ABAG's Environmental Management Plan. Expansion of wastewater capacity in Hayward is presently unscheduled. Long-term water supply commitments seem adequate to accommodate future demand. The capacities of educational facilities may not be adequate to support extensive population growth except in San Lorenzo.

Oxidant concentrations pose the greatest air quality problems in the area. In 1976, the federal oxidant standard (i.e., the old standard) was exceeded 30 and 21 days in Hayward and Fremont, respectively. Between 1970 and 1974, this standard was exceeded on an average of almost 40 days per year. Maximum oxidant concentrations exceeded the new standard in 1976.

II. ISSUES

Relative to potential growth in other areas of the region, both residential and industrial growth may have beneficial impacts. The area is accessible to the major employment centers of the region by automobile and is served by regional transit facilities which link it to jobs in San Francisco and elsewhere in the urbanized East Bay. Without

significant industrial growth, commute distances from this area would still be much less than from more isolated suburban areas (e.g., the Livermore-Amador Valley) although increased automobile commuting could have adverse effects on air quality. Increased capacities of some public services (e.g., schools) will be necessary to accommodate anticipated residential growth.

In spite of environmental characteristics (resources and constraints) of available industrial land, this area is capable of supporting significant employment opportunities. The growth of this area as an employment center could have positive effects in terms of reduced unemployment and fiscal benefits. Whether or not employment growth would result in reduced automobile commuting will depend on the type of job growth which occurs, whether or not housing prices and rents are affordable to potential employees, and the availability and use of transit. Projected commute patterns show approximately the same or slightly less automobile work trips with both origins and destinations in this area. While commuting northward decreases, commuting southward increases--an indication of projected job growth in Santa Clara County. Lacking transit to the south, these trends may result in a further deterioration of air quality and increased energy consumption. While increased transit service and use could reduce vehicle miles travelled and thereby serve to maintain air quality, increased job opportunities for the resident labor force may provide a more permanent solution to the commute problem.

As residential growth occurs, its rate, location and density also raise issues:

- 1) As low density residential development occurs in hillside and ridgeland areas adjacent to and apart from developed areas, this development may conflict with the resource values of these lands. Development in these areas may be difficult to serve with transit and hence result in increased vehicle miles travelled and consumption of more energy than development in existing urban areas. On a per unit basis, this type of development may be more costly to provide with services than more compact development and it is doubtful that the cost of these units would be affordable by low- and moderate-income people.
- 2) The prevalence of existing and planned low density residential use in flatland areas, while preferable to ridgeland and hillside development for reasons noted above, may be more difficult to provide with transit than higher density development in central areas of these cities. Accordingly, as housing costs increase, the prevalence of this type of housing may limit housing opportunities for low- and moderate-income people.

Local efforts to diversify housing opportunities for all segments of the population would have remedial effects in addressing these problems.

Opportunities do exist to accommodate a more balanced and compact residential development pattern in this planning area. Both market conditions and local policies may lead to this type of balance through densification and redevelopment in some areas, measures to increase transit use and provide subsidized

housing, as well as agricultural preserves, conservation zones, and large lot zoning in hillside and ridgeland areas. This form of urban development also seems advantageous in preserving environmental amenities and developing recreational resources in hillside and bayland areas.

III. EXISTING REGIONAL POSITION

This position statement is based on Executive Board project review recommendations. The purpose of stating this position is to illustrate how ABAG has applied regional policies to this planning area in the past. Executive Board concerns have addressed the housing/jobs balance issue, the need for increased housing opportunities for lower income people, and the need for a compact, phased development strategy.

In 1976, Executive Board supported funding to increase the capacity of wastewater services throughout this planning area noting that the following patterns of urban growth would be generally consistent with regional policies:

- 1) Redevelopment and infill in all urbanized areas especially in the project's northern planning unit;
- 2) High density residential development near BART stations;
- 3) Residential development of a price/rent and type commensurate with occupation levels of service area employment opportunities and located near such employment opportunities; and
- 4) Urban development phased so as to coordinate public investment

decisions consistent with local and regional policies.

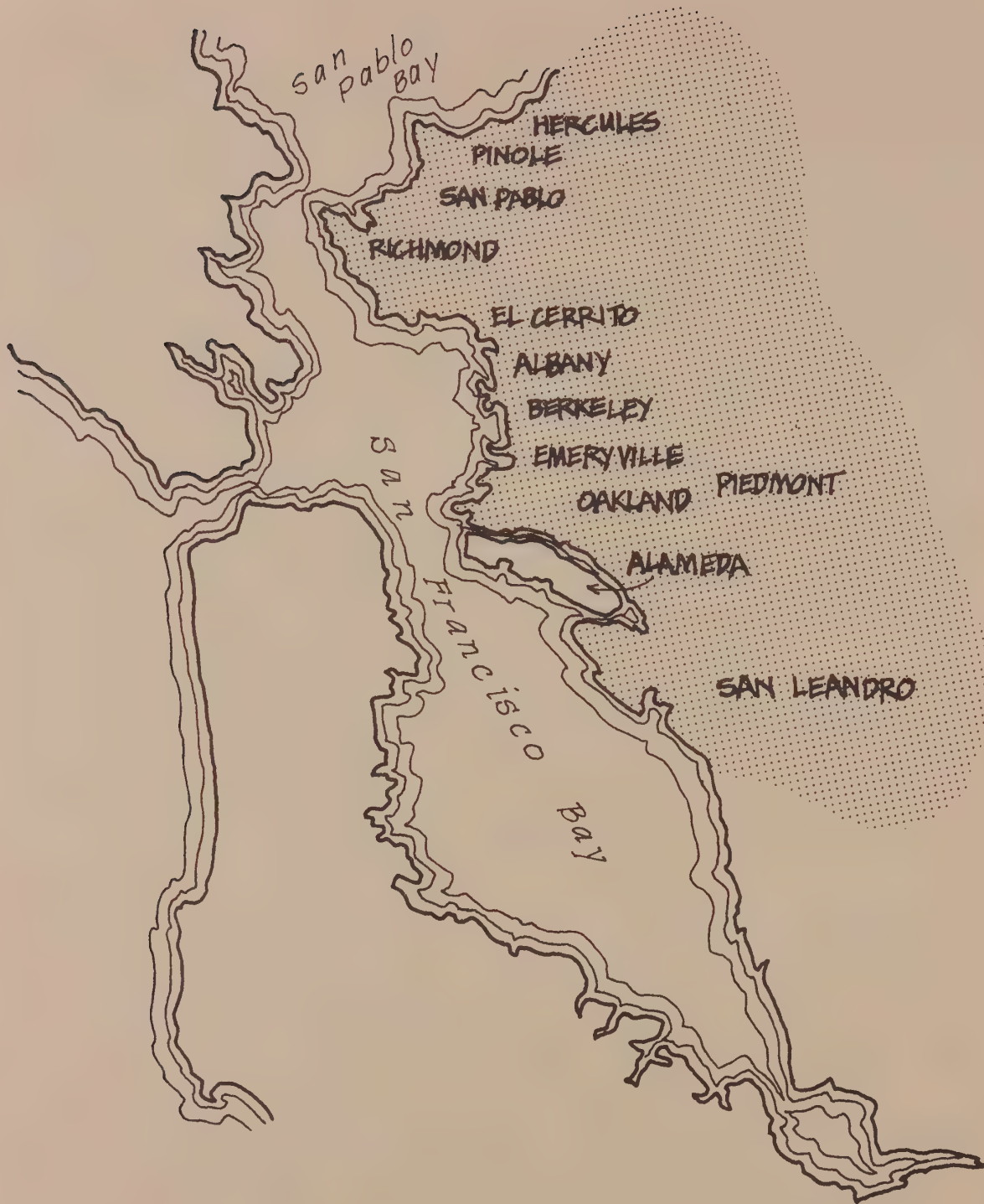
Executive Board has also been supportive of local efforts to increase the supply of subsidized housing in this area where one-year assisted housing goals have been consistent with the targets established under the approved Regional Housing Subsidy Distribution System.

Staff comments have focused on proposed actions in ridgeland areas (an issue not specifically addressed by Executive Board). In one case, staff questioned whether a development proposal was consistent with four patterns of growth recommended as being generally consistent with regional policies as noted above. Staff also urged that a reclassification of land in a ridgeland area be delayed pending

completion of the Ridgelands Study with the intent that the Study's recommendations be considered prior to making a decision.

Staff comments on a local general plan DEIR and two development proposals stated that measures to densify growth and give priority to multiple-family and employment uses in receiving services appeared consistent with regional policies to reduce long-distance commuting and to foster a balance between housing and jobs. Staff also stated that without transit, hillside residential development could reduce the benefits on commuting, air quality, and the housing/jobs balance achieved from increasing densities in developed areas. Staff also asked that a DEIR discuss a potential limitation on auto-oriented commercial uses as a means to mitigate adverse traffic and air quality impacts associated with a local general plan.

EAST BAY NORTH PLANNING AREA



5

East Bay North

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



EAST BAY NORTH PLANNING AREA

I. GENERAL CONDITIONS

This area is one of the older built-up areas of the region which includes Hercules, Pinole, Richmond, Rodeo, San Pablo, El Cerrito, Albany, Berkeley, Oakland, Alameda and San Leandro. The 1975 population was approximately 617,087. Diverse forms of community development occur in this area: mature urban cities with large employment bases, older suburban residential communities, and more newly developing suburban areas. Historically, the growth of this area as both a population and employment center, with similar growth in San Francisco, constitutes the urban core of the region. The larger cities (Oakland, Berkeley, Richmond) are subject to conditions and trends common to a highly urbanized setting: high unemployment and crime, deteriorating housing, high levels of health, education and social service needs, plus the loss of fiscal resources due to the suburbanization of affluent populations and industry.

With some exceptions, residential settlement patterns are similar in most communities. Residential uses extend in a linear pattern north and south along the Bay. Lower income groups reside in flatland areas in proximity to industrial uses which front the Bay, affluent populations reside in hillside areas. Racial and ethnic minorities approach 50% of the total population in Richmond and Oakland. Median family incomes are low relative to the medians in both Alameda and Contra Costa County. More families have incomes below the poverty level than in most other sub-areas in the region. Total population is decreasing in Oakland and Richmond and annual growth rates in most cities are low relative to

those in surrounding suburbs and the regional average.

Based on local land development policy, there is limited vacant land available to support new residential development except in Hercules, El Sobrante, Rodeo, Pinole, Richmond and to a lesser extent the Oakland and Berkeley Hills. Local jurisdictions are undertaking redevelopment, housing conservation, rehabilitation, and neighborhood preservation to revitalize developed areas. Although higher density residential uses are planned, public sentiment in some communities (in both low and middle income neighborhoods) appears to favor conservation efforts rather than those which would substantially increase the density of residential development. Downzonings are also occurring in both urbanized areas and undeveloped hillside areas. In 1976 and 1977 building permit activity in this area was slower than in almost any other part of the region.

As an employment center, this area is in a stage of transition. Since there is limited vacant land to support new industrial development, reuse and redevelopment plans are becoming increasingly important in providing space for plant expansions and new facilities. Port and water-related industry may increase its share of economic activity. At the same time central business areas are in a state of physical decline and generate less revenue than previously. Commercial and office uses may be a source of new white collar job opportunities but indications are that those jobs may not provide employment opportunities for local residents. In 1975, there were approximately 21% more total jobs in this area than employed residents. This is indicative of a housing/jobs imbalance where a substantial segment of the work force commutes into the area to work. ABAG

projections show the number of jobs and the number of employed residents in this area increasing at approximately the same magnitude (about 14%). Hence this problem is likely to remain although not worsen appreciably.

Both crime and the cost of labor are often cited as reasons for shifts of employment to suburban sites. Suburban areas also provide larger parcels of land at lower costs and can successfully compete with highly urbanized areas which are losing competitive advantages they once enjoyed. This is especially true for industries whose profitability is not tied to the benefits of a central location.

As a focus of most urban activities, the area is served by an extensive network of transportation facilities: freeways, two transbay bridges, the Oakland Airport, BART, and AC Transit. Transit use is high, facilities (both highways and transit) are congested during peak hours.

Generally, wastewater capacities are adequate to accommodate (including those of facilities presently being constructed) population growth in this area through 1990. It is interesting to note that Hercules is utilizing an innovative biological treatment technology to achieve water quality standards as part of their present plans to expand facilities.

State and Federal air quality emission standards are exceeded for oxidant and carbon monoxide. During 1976, the new Federal oxidant standard (.12 ppm) was exceeded in Richmond, Oakland, and San Leandro. The carbon monoxide standard was exceeded in Oakland. Climatic and meteorological conditions favor the dispersal of air pollutants.

Of environmental concern are both bayside and hillside areas which offer major recreational facilities and opportunities for greater development, in proximity to urban populations. Various hillside locations are prone to landslides and seismically, the area is vulnerable to damage from the Hayward Fault, especially on bay-filled sites where ground failure (e.g., liquefaction) is likely to occur.

II. ISSUES

As in many other areas, the key issue appears to be the imbalance between housing and jobs, i.e., whether jobs will serve the resident labor force and whether housing opportunities will increase to enable more people to live and work within this area. Suburban residents commute into this area to work while a substantial amount of the resident labor force commutes elsewhere. At the same time local unemployment is high and there are not sufficient housing opportunities to meet the needs of lower income people or those who find work in this area. Since public service needs are complex and services are especially expensive to develop and maintain, a related problem is the lack of fiscal resources to meet the the escalating costs of providing services. The fiscal issue is especially significant here since, in large part, it determines the extent to which resources can be allocated to meet other pressing needs:

- 1) Housing - Although it is generally recognized that available subsidies are not adequate to address the extent of housing needs that prevail, major urban jurisdictions have experience in dealing with housing issues and well

developed housing programs to address low- and moderate-income housing needs. With or without increased Federal housing assistance, tax incentives could also play a valuable role in increasing housing opportunities for low- and moderate-income people.

It should be noted that while the low- and moderate-income housing issue is critical, maintaining and expanding housing opportunities for middle and upper income people is also essential to achieve balanced community growth in this area. Although some of this kind of development is occurring (infill of vacant parcels, conversions to higher density residential uses, condominium development), it is not clear that the cumulative impact will be sufficient to reverse trends favoring suburban migration. In some instances this type of development is limited by environmental constraints or may conflict with the need for expanding other uses, facilities, or amenities.

- 2) Economic Development - Two distinct economic development trends may have varied impacts in the older employment centers in this area: i) The economic bases of these communities are changing and do not provide as many jobs for unskilled workers as previously. This serves to increase unemployment. The loss of these jobs would be especially hard felt by lower income people who would face regressive commuting costs and lose employment opportunities if transit is not available and housing is too expensive in areas where this type of job growth occurs. The loss of

industry also entails a loss of fiscal resources to affected communities. It should be noted that it is not clear that this problem is without remedy. This area enjoys competitive advantages for some types of industry (e.g., port and airport related industries) that other areas can't offer, hence building upon these opportunities could offset the loss of other industries. ii) The trend toward increased white collar employment, especially in conjunction with the revitalization of downtown business areas, could also have the effect of reducing employment opportunities for local residents (although not necessarily so). Oakland's redevelopment program is one where new development is encouraged that will provide numerous jobs requiring entry level skills and potentially reduce the high rate of unemployment. While revitalization is necessary for any number of positive ends (e.g., fiscal gains and the diversification of the economy), the trend toward additional white collar employment opportunities, in lieu of expanded housing opportunities for potential workers, may provide the stimulus for increased commuting from suburban areas.

In the mature suburbs and developing residential communities in this area, i.e., those from which residents commute to central city job locations, increased white collar job growth would have a positive impact in reducing long distance automobile commuting. Economic development of this nature may also have positive

fiscal effects. This issue is one which warrants study in future years.

- 3) Recreation - While recreation may not appear to be an issue of the same order as housing and economic development, there are numerous existing and potential recreational and open space areas both in the hillside areas and along the Bay, in proximity to urban populations. Recreational development is of particular value here serving both transit dependent populations who can't take advantage of recreational areas where transit access is lacking and lower-income populations affected by the increasing cost of automobile travel.
- 4) Transportation - As an employment center, this area attracts commuters who use a variety of transportation systems to travel from home to work. Traditional urban-suburban commute patterns generate air pollution and consume more energy. Transit improvements can help relieve these problems; however, expanding job opportunities for local residents and increasing housing opportunities for middle- and upper-income populations (in conjunction with increased transit and improved access) could have the most lasting effects in reducing energy consumption and improving air quality.

III. EXISTING REGIONAL POSITION

This position statement is based on Executive Board project review recommendations which illustrate how ABAG has applied regional policies to

this planning area in the past. Staff comments on environmental impact documents are also noted both as they follow up on Executive Board recommendations and as they discuss other issues.

Generally, the Executive Board recommendations have emphasized the need to concentrate development in this area and to phase residential and economic development. Executive Board has encouraged infill, densification, rehabilitation and conservation of residential development, efforts to redevelop and revitalize downtown business areas, recreational uses along the Bay, measures to increase transit use and efforts to meet low and moderate income housing needs.

One of the more controversial actions of Executive Board, decided by a one vote margin, was to recommend, subject to conditions, funding increased wastewater facilities capacities for a number of communities. The intent of the recommendation was to enhance the feasibility of rehabilitation, infill, and redevelopment in more urbanized areas served by the same project. The recommendation also supported phased development for the two developing communities, stating that this type of development would be consistent with a plan to develop a new community--a form of development more compatible with regional policies than dispersed low density residential development that may otherwise occur. In reconsidering this issue, at the request of the city in question, the Executive Board accepted a staff report recommending that the city implement a program to release land for residential development at a rate commensurate with industrial growth in this town.

This review made a number of other statements about the relationship of development in this area to regional policies:

- 1) That County policies which encourage growth in this area, where networks for the delivery of urban services already exist, while channeling growth away from another part of the County where agricultural preservation is an overriding concern, would be consistent with the city-centered concept,
- 2) Supporting the concept of "corridor development" which calls for increasing (residential) development densities along existing major transportation corridors, and
- 3) Recommending that affected agencies limit growth in unurbanized areas and participate in the AQMP.

In another wastewater review, Executive Board supported funding for increased capacity stating that the following pattern of urbanization would be generally consistent with regional policies:

- o Redevelopment and infill in all urbanized areas, especially in the project's northern planning unit;
- o High density residential development near BART stations;
- o Residential development of a price/rent and type commensurate with occupation levels of service area employment opportunities and located near such employment opportunities; and

- o Urban development phased so as to coordinate with public investment decisions consistent with local and regional policies.

In subsequent comments on a project EIR near a BART station in this city, staff noted that while apartment development in proximity to BART appeared consistent with the Executive Board action, this was not necessarily true for a shopping center which would be highway oriented and encourage automobile use.

Elsewhere in this planning area, a number of other significant actions have been taken by Executive Board:

- 1) To support completion of an unfinished freeway link in one of the central cities to promote the economic vitality and growth in that city. In public hearing testimony on this project, staff stated that this project may also be consistent with regional policies by providing an incentive to complete a central city redevelopment project thereby stimulating employment growth while at the same time improving access to the downtown area, increasing highway safety, and improving air quality.
- 2) To support local efforts to increase the supply of subsidized housing in jurisdictions where one-year goals were consistent with targets set under the approved Regional Housing Subsidy Distribution System. It should be noted that there were two exceptions in the review of applications to provide subsidized housing. In one case it was stated (by Executive Board) that a local policy encouraging home ownership

through conversion of rental units to coops and condominiums, while little is done to improve the quality of substandard housing or to open new housing opportunities in non-impacted areas, was not supportive of regional housing policy. On another grant application where a city's three-year goal was deemed small relative to the need, but where the local housing program was in its first year of operation, the application was recommended for funding with the understanding that the city would make every effort to exceed its one- and three-year goals for housing rehabilitation.

While Executive Board was legally prohibited from

addressing the issue of residential development in proximity to regional airport facilities in this planning area, staff comments on an environmental impact document suggested a site could serve a number of recreational uses compatible with airport operations and expansion as an alternative to potential residential development. Further it was noted that the development encompassed tidelands, marsh and water areas which would be suitable for a fish and wildlife refuge--another critical area function identified in ABAG plans, and that noise generators (i.e., the airport) should be separated from urban development.

**LIVERMORE/AMADOR VALLEY
PLANNING AREA**



6

Livermore/ Amador Valley

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



LIVERMORE-AMADOR VALLEY PLANNING AREA

I. GENERAL CONDITIONS

The 1976 population of the valley was approximately 102,000. 1970 census data show a "young family" population profile of young and middle aged adults with a high concentration of school age children. Average household sizes in valley communities are larger than the average for Alameda County and the Oakland/San Francisco SMSA. In 1970, almost 40% of the resident labor force was employed in professional and managerial jobs. In Dublin and Pleasanton, median household income levels are among the highest in the region.

In the 1960's, population growth was explosive, increasing by 162% between 1960 and 1970. Hence most of the housing stock is relatively new with very few physically substandard units. Single-family units are the most prevalent form of housing, accounting for 88% of the total housing stock in 1970. Between 1970 and 1974, building permits issued for single-family units outnumbered approved multiple-family units by a ratio of over three to one in both Livermore and Pleasanton. In 1975, single-family units represented nearly 86% of the total housing stock.

In 1975, total employment was about 23,000 jobs. Government, services, and trade (both wholesale and retail) provide a majority of jobs in the Valley. The largest employers in the Valley are the Lawrence Livermore and Sandia Labs, The General Electric Nuclear Center and two major hospitals. 1975 special census data shows that almost 60% of the workers residing in Pleasanton commute outside of the Valley. In Livermore, the reverse is true, about 60% of the workforce is employed locally. In

1970, it was estimated that roughly 7,000 workers commuted from outside the Valley to work within this planning area.

Meteorological and topographic conditions are highly conducive to the formation of severe air pollution concentrations. Existing oxidant concentrations are among the worst in the region. In 1976, the old federal oxidant standard was exceeded almost 30 days. Between 1970 and 1974 this standard was exceeded on an average of sixty days per year. Maximum readings exceed the new Federal standard. In some areas, soil conditions make various sites susceptible to erosion and landslides. The presence of the Calaveras, Pleasanton, and Verona Faults makes the area vulnerable to damage from seismic activity.

The capacity of public services to accommodate additional population is limited. The EMP 20 year municipal facilities list shows an immediate need to expand Valley wastewater capacity. Due to potential degradation of groundwaters, tertiary wastewater treatment, including salt removal, is being required by the Regional Water Quality Control Board. Water, school, and hospital capacity is also limited and new investments in capital facilities will be required to accommodate future growth. In view of the cost and range of new facilities needed, financing these facilities may become particularly burdensome. The Altamont sanitary landfill site, a key facility in implementing the County Solid Waste Plan, is also planned for this area. This site will accept wastes from East Bay residents, from Albany south to Hayward. Also in the Altamont area, there is land potentially suitable for a Class I hazardous waste disposal site.

II. ISSUES

The Livermore-Amador Valley has a number of very serious development problems including:

- 1) A substantial imbalance between jobs and residences. Since market conditions do not appear to be conducive to attracting sufficient employment opportunities, existing and future populations will likely commute to employment centers elsewhere in the region. This imbalance places added pressure on existing air quality problems, which are among the most severe in the Bay Area;
- 2) Continuing difficulty in providing adequate levels of urban services and facilities as evidenced by the limited capacities of wastewater, water quality, education, and hospital bed space. Additional population growth will necessitate major investments in new facilities while at the same time unused capacity is available in the older urbanized areas of the region, closer to existing employment centers. If development occurs outside existing developed areas in the Valley and new political or taxing entities are created to serve this development, it will become more difficult for existing service units to efficiently provide services and this will impose an inequitable fiscal burden on residents of existing communities;
- 3) The high cost of housing and public services in the Valley makes the achievement of income balance difficult even in light of prospective Federal assistance for low- and moderate-income housing; and

- 4) A number of public agencies in the Valley, all of which provide different public services to overlapping portions of the population without substantial coordination of programs.

A number of local development policies support compact growth in the Valley. With few exceptions, new development is planned to occur within or contiguous to existing developed areas in Livermore, Pleasanton, and unincorporated Dublin. Alameda County's rural zoning policy (1 unit per 100 acres) also serves to preserve agriculture and limit sprawl. The City of Livermore has increased residential densities and has a policy to accommodate a 2% per year population growth rate. Livermore also supports measures to limit the creation of new service entities or the extension of services outside adopted spheres of influence as designated by the Alameda County Local Agency Formation Commission. Pleasanton also recently approved a growth management policy to allow for a household growth rate of 2% per year.

III. EXISTING REGIONAL POSITION

This position statement is based entirely on Executive Board project review recommendations which address the issue statements above. Its purpose is to illustrate how ABAG has applied regional policies to this planning area in the past.

In 1975, an Executive Board review of the Las Positas new town development proposal established the position that this project, or other action which would result in a substantial increase in growth in the Livermore-Amador Valley, would be in serious conflict with regional policies so long as conditions

leading to these conflicts have not substantially improved. The staff report for this review, approved by Executive Board, cites the following examples of conditions and issues to be resolved in order to eliminate these conflicts:

- 1) Evidence that air and water quality standards required by Federal and State law can be achieved and maintained.
- 2) A reduction in commuting from the Valley to other parts of the region which would be a major step toward attaining air and water quality standards, and a better balance of jobs and housing in the Valley.
- 3) A range of employment opportunities appropriate to the skills and income characteristics of economically disadvantaged residents of the region to ensure existence of a balanced population.
- 4) Increased opportunities for low- and moderate-income persons to live and work in the Valley.
- 5) A coordinated program of planning and governmental organization to meet the problems of the Valley, consistent with regional policies, which will be used as the basis for planning and government decisions by all public agencies in the Valley.
- 6) Governmental organization and consolidation in the delivery of public services leading to fiscal balance and service equity.

In 1976, Executive Board supported funding to construct an export pipeline to transmit effluent from Valley communities to the Bay with

the condition that a capacity reserve for industrial use would be consistent with regional policies if safeguards are implemented to create a balance between housing and jobs in order to reduce vehicles miles travelled.

In 1978, the Work Program Coordinating Committee, acting for Executive Board, supported increased wastewater capacity for one Valley city with the understanding that the facility be sized consistent with the city's share of the pipeline capacity (see above).

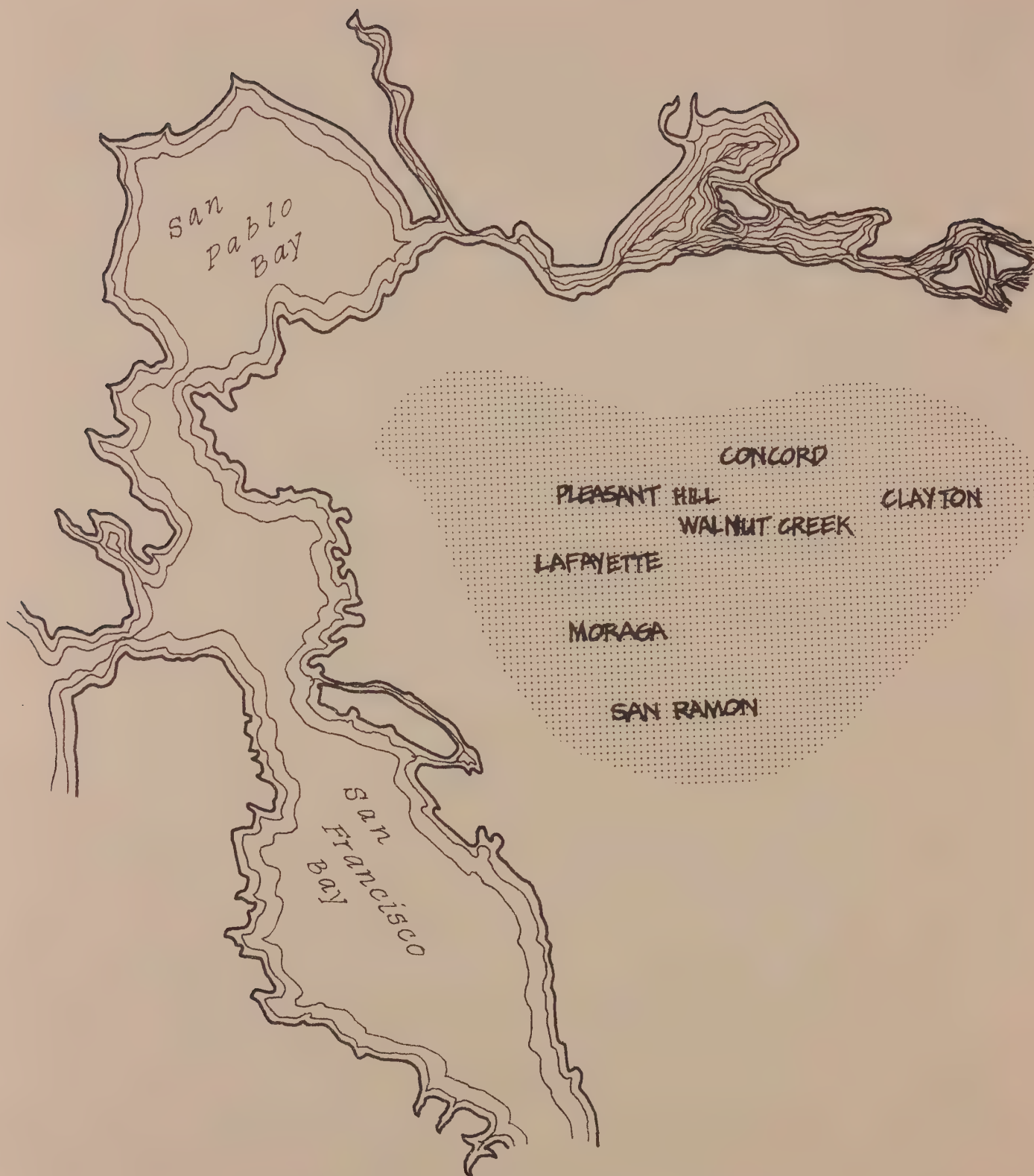
In reviewing a city's proposed general plan, Executive Board made the following recommendations:

- o In lieu of establishing a numerical (population) limit on growth, utilize a phased plan or development criteria that relate timing and location of development to the availability and capacity of municipal facilities and services;
- o Adopt urban limit lines consistent with the existing city limits and permit increased densities within already developed and undeveloped areas of the city;
- o Prohibit any development outside existing urbanized areas without annexation to Valley cities;
- o Rezone all unincorporated lands presently in non-urban uses to an agricultural designation, including a specific minimum lot size limitation;
- o Forbid the creation of new urban service entities or the extension of existing ones outside adopted Spheres of Influence of entities in the Livermore-Amador Valley;

o Eliminate from urban service districts all lands that are both undeveloped and unincorporated;

o Eliminate all unincorporated "islands" located within existing incorporated areas especially where provision of urban services is or will be required.

**CENTRAL CONTRA COSTA COUNTY
PLANNING AREA**



7

Central Contra Costa County

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



CENTRAL CONTRA COSTA COUNTY PLANNING AREA

I. GENERAL CONDITIONS

This area consists of a number of suburban cities and unincorporated areas: Walnut Creek, Concord, Clayton, Pleasant Hill, Moraga, Orinda, Lafayette, and the San Ramon Valley. The existing population has one of the highest median household income levels in the region. Well over 50% are employed in white collar occupations; the largest element of the resident labor force is employed by the services sector. Over 85% of the population commutes to work by automobile. In 1970, almost 60% of the labor force was employed within Contra Costa County, almost 10% each in San Francisco and Oakland, and the remainder elsewhere, primarily in Alameda County. The area is partially served by BART which operates near or at capacity during peak hours. Local transit systems, in an early stage of development, are developing connections to BART.

Much of the existing housing stock is new and in good physical condition. Similar to trends elsewhere in the region, housing values increased by about 75%, twice the rate of increase of median household incomes between 1970 and 1975. In 1970, almost 80% of the housing stock was single unit structures. Building permit data shows that about 75% of new units issued permits in 1976 and 1977 was for single family units. Due to the cost of housing, there are very few housing opportunities for low- and moderate-income people in this area. 1976 and 1977 building permit data shows this to be one of the most rapidly developing residential areas in the region.

In the future, as in the past, residential growth is anticipated to outpace the growth of employment

opportunities. Between 1970 and 1975, the rate of job growth in this area kept pace with that of the region. During this same period population growth was double the regional rate. Based on local population projections, some communities could experience more than 100% population growth by 1990 and growth in unincorporated areas could amount to about a third of this increase. Future residential growth is likely to consist of infill and peripheral growth around existing communities with substantial new suburban residential development in the San Ramon area. Although many communities zone sizeable areas for suburban residential use, a recent decision to limit the capacity of wastewater facilities may serve to limit future population growth in this area. New facilities are planned to increase wastewater capacity in the mid-1980's.

Air quality is a substantial environmental problem in this area, due in part to the importation of pollutants from other areas. During 1976, maximum readings at both the Concord and Walnut Creek monitoring stations exceeded the Federal Oxidant standard (.12 ppm). Seismic safety is also a concern due to the presence of the Calaveras and Concord Faults. To a lesser extent, landslide pockets and flood plains impose constraints to development at various sites. Scenic ridgetops and hillside areas, where residential development is beginning to occur, offer both recreational and open space opportunities.

II. ISSUES

Presently, most residents of this area commute to jobs in employment

centers elsewhere in the region. Lacking employment opportunities to serve the resident labor force and with new residential development planned in areas even farther away from employment centers, the dependency on long distance automobile commuting will probably increase. Increased commuting could be offset somewhat if the trend towards increased office growth becomes stronger. Also, some jobs could conceivably be filled by members of resident households where families seek an additional source of income and this would tend to reduce long-distance commuting. Since this area lacks the diversity of housing necessary for many potential employees, a cross commute situation could occur as residents continue to commute out and workers commute in. As new job locations become accessible to BART and local transit and/or as more diversified housing opportunities become available in proximity to jobs, the impacts of cross commuting could be ameliorated.

Increased transit use cannot be viewed as a means to offset increased mobile source emissions that would occur as a result of the dispersed residential development pattern. A recent study has shown that the implementation of a wide range of transit improvements, many of which are not entirely feasible, would lead to only a minimal reduction of pollutants and vehicle miles travelled. The pervasive pattern of low density single-family development poses additional problems. As well as increasing the burden on transportation facilities and making it more difficult and costly to extend transit service, other potential impacts include increased per unit costs of providing most public services, increased consumption of energy resources, premature conversion of agricultural lands to urban use, and limited

housing opportunities for low- and moderate-income people.

In spite of the problems above this area provides a number of amenities. With urban development opportunities limited in ridgeland areas, regional recreational and scenic resources may be preserved and expanded. Although future residential development may spread throughout flatland areas, it is unclear how much development may occur in hillside areas. Development in the hill areas could serve to exacerbate and compound many of the problems cited above.

III. EXISTING REGIONAL POSITION*

This position statement is based on an Executive Board project review recommendation. Its purpose is to illustrate how ABAG has applied regional policies to this planning area in the past.

In 1977, Executive Board supported funding of a grant to increase the capacity of wastewater facilities throughout this planning area noting that design modifications that would limit treatment capacity to serve an

* Since the 1976 A-95 review for Central Contra Costa County, rapid residential growth has occurred in this subarea, reaching a level which exceeds that recommended in this position statement. At the August 1979 Regional Planning Committee meeting, RPC recommended that this position statement be reassessed and that the County planning staff submit the technical data needed to undertake this reassessment. Once this information is received and reviewed, staff will recommend changes to the position (if appropriate) for action by Executive Board.

E-0 population projection and other mitigation measures (e.g., participation in the AQMP) are being undertaken to make the project more consistent with regional policies. The reduced capacity has the effect of limiting population growth to 50,000 less than was originally proposed and this would be substantially less than the population projected by local agencies. It would also mitigate impacts of development trends noted in the discussion of issues (housing-jobs balance, air quality).

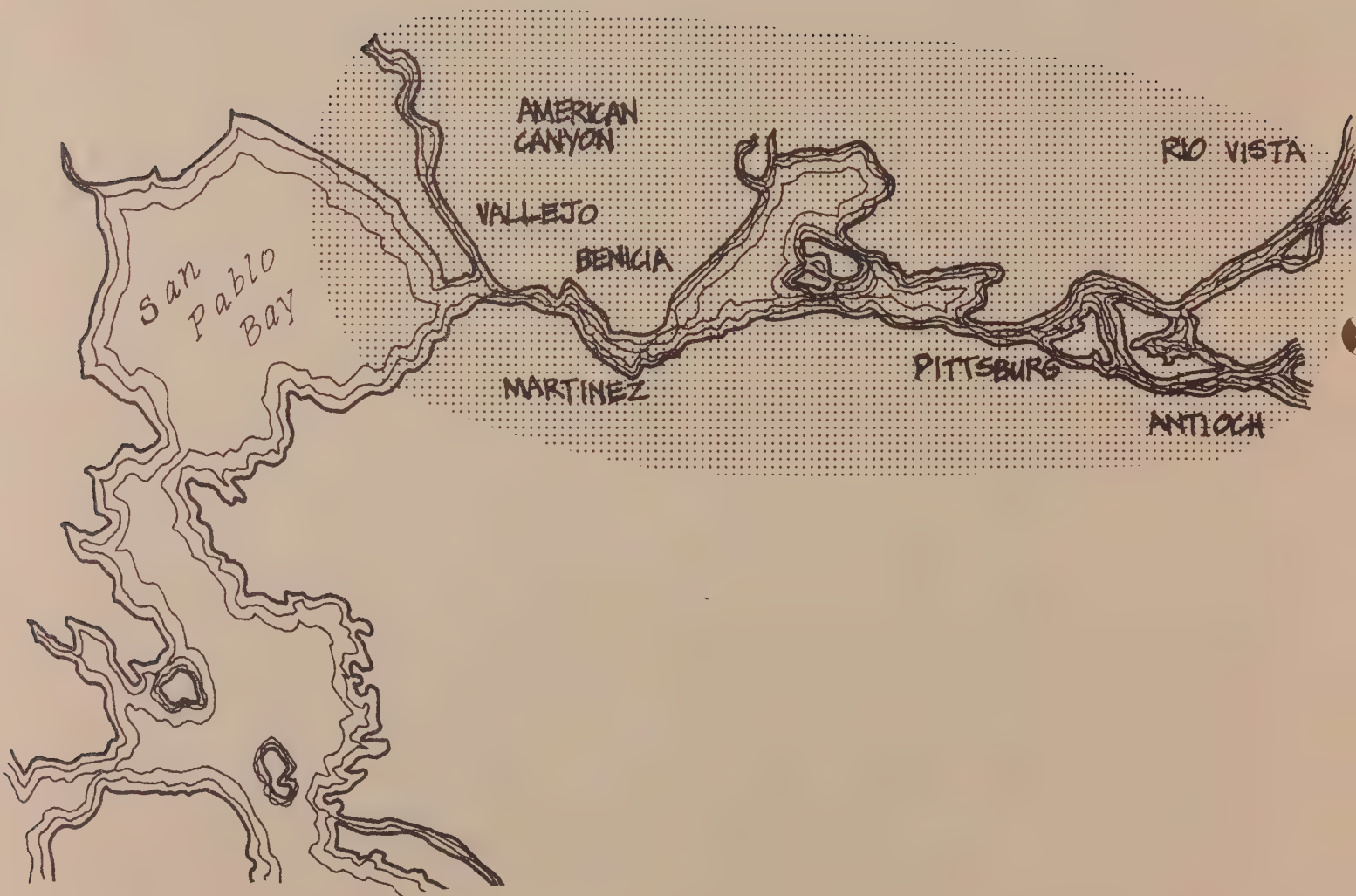
Staff comments on environmental impact documents in this area have addressed the following concerns:

- o Urging that a city mitigate the impact of cross-commuting from a commercial redevelopment project by expanding the supply of lower income housing in accordance

with the type of job growth created by the project.

- o Questioning the need for an interceptor sewer in an area where local land use policy, zoning, and LAFCO boundaries would limit future residential development.
- o Suggesting that the alternative of providing more multiple-family housing in a local plan could serve to mitigate many of the adverse impacts identified in the plan DEIR (restricted housing opportunities, high per unit public service costs, high land and energy consumption, premature conversion of agricultural lands to urban use, and the difficulties and costs involved in providing transit).

CARQUINEZ STRAIT PLANNING AREA



8

Carquinez

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



CARQUINEZ STRAIT PLANNING AREA

I. GENERAL CONDITIONS

Overall, growth has been slow in this area although notable changes in the development profile of some cities have been taking place. Vallejo, Rio Vista and unincorporated portions of Solano County located in this area experienced population losses between 1970 and 1975 although Vallejo has gained population in recent years. Much of the loss in Vallejo during this period can be attributed to decreases in population at Mare Island. While population losses were occurring in Vallejo and Rio Vista, Benicia had received the largest percentage gain in new housing stock in Solano County with an increase of 1620 units or 62%. On the Contra Costa County side of the Carquinez Strait, Martinez received a greater percentage of new residents than either Pittsburg or Antioch.

This area, with more than 16,000 acres of vacant available industrial land (over one-third of the region's reserve), is most notable for its potential to support future industrial growth. Nearly 40% of total usable acreage in the area is already devoted to industrial-related land uses. Major employers include C & H Sugar in Crockett, Shell Oil and Stauffer Chemical in Martinez, Exxon in Benicia, and the military at Mare Island Shipyard in Vallejo. Almost all communities have sites available for new industry in addition to potential sites in undeveloped areas, e.g., Solano County is currently preparing a plan for water related industry in the Collinsville-Montezuma Hills area. Conditions which make the area conducive to new industry include proximity to all modes of transportation, relatively inexpensive land, existing

infrastructure in most areas, and an available supply of labor. Among factors which may limit future development is the scarcity of deep-draft sites. In the past a number of projects have been proposed to widen and deepen the channel.

Cities in the Carquinez area support predominately low-density suburban development. The average existing density for the overall planning area is approximately 7 dwelling units per acre. Pressures for this type of development will probably continue to be prevalent with or without new industrial activity. Housing values and rents in this area tend to be below median levels both in Solano and Contra Costa Counties. The rate of increase in housing costs has not been particularly fast when compared to other parts of the region. The Carquinez area accommodates a substantial amount of older residential development. In Vallejo and the Pittsburg-Antioch area between 24% and 40% of the existing housing stock is at least twenty-five years old. For the existing population, median household incomes are approximately 14% below that of countywide median household income for Contra Costa County and about equal to the median income in Solano which has one of the lowest median household income levels in the region.

Both Vallejo and Pittsburg have substantial minority populations. Blacks, Latins, Asians and others in Vallejo collectively constitute approximately 26% of its total population, making the city the most ethnically diverse in Solano County. Minorities comprise nearly 40% of the City of Pittsburg's population. Of the total, Blacks constitute approximately 77% (or 31 out of the 40 percent).

Opportunities to support new residential development may be limited by the cost of providing new facilities. New wastewater facilities for Pittsburg, Antioch, and Port Costa will accommodate population increases to serve short range demand. Expansion of these facilities is planned to serve long-term needs which would substantially increase capacity to a level where new water and school facilities may be needed to support additional population. Benicia's new general plan assumes the availability of new wastewater treatment capacity and capacity may soon be scarce in Martinez (in the Central Contra Costa Sanitary District service area). Generally highway capacity seems adequate to support future needs. With the exception of Greyhound, regional transit service is not available to Solano County cities in this area. Express bus service to BART is available in Martinez, Pittsburg and Antioch.

The Bay Area Air Quality Management District operates air quality monitoring stations both in Vallejo and in Pittsburg. Data from these stations reveal that while air quality in the Carquinez area has improved in recent years, oxidant and localized CO conditions continue to exceed State and Federal standards frequently.

Water quality issues are also important: the protection of the Suisun Marsh, the uncertain impact of Delta outflows, and opportunities to expand recreational activities rate highest in this area. The Bay Conservation and Development Commission regulates development adjacent to the Bay and Marsh.

II. ISSUES:

Recent events, i.e., the attempt of Dow Chemical to obtain permits to operate petrochemical facilities, have focused public attention on the potential for industrial development in this area. The issue raised by Dow may have applicability to the entire region, if not the State: under what circumstances can basic industrial growth occur given existing air quality problems. The Carquinez area appears to have potential for substantial basic industrial growth, and the impact of existing permit standards and procedures may be hardest felt here. With the recent relaxation of the ozone standard, more industrial growth should occur. But quantitatively it is unclear how specific industries will be affected. Unlike Santa Clara County, which has built a strong industrial base around non-polluting industries (e.g., high technology, electronics), the Carquinez area has industry and proposals for new industrial development which are subject to emission standards. The air quality situation may still limit the growth of new industries such as auto assembly, steel production and petrochemicals. As opportunities for industrial growth diminish, opportunities to relieve unemployment and accrue fiscal benefits would also be reduced.

With its natural value to water-related industrial development, the extent to which industry can coexist with other priority uses along these waterways may affect the extent, type, and location of industry which can be accommodated. Specifically, industrial development proposals must be viewed in terms of their impacts on sensitive wildlife areas (e.g., the Suisun Marsh) and existing and potential recreational

uses of waterways. Since industrial activity itself may entail the production and refinement of energy resources (e.g., fossil fuel), this type of industrial use should also be viewed in relation to the demand for these resources. In December, 1978 BCDC changed its definition and criteria for "water-related industry" such that it may become more difficult to approve industrial uses in areas subject to BCDC's jurisdiction. In addition to the requirement that industry must utilize water transportation to receive a permit, it is now necessary to show significant economic benefits gained from waterfront vis-a-vis inland locations:

Other issues also appear to be regionally significant:

- 1) The distribution of industrial and commercial uses among the various jurisdictions may generate fiscal disparities. As industrial growth has a multiplier effect and generates housing demand in and around this planning area, those jurisdictions which accrue commercial and industrial revenues will benefit relative to those who mainly bear the costs of providing public services to accommodate new housing.
- 2) By providing increased employment opportunities in

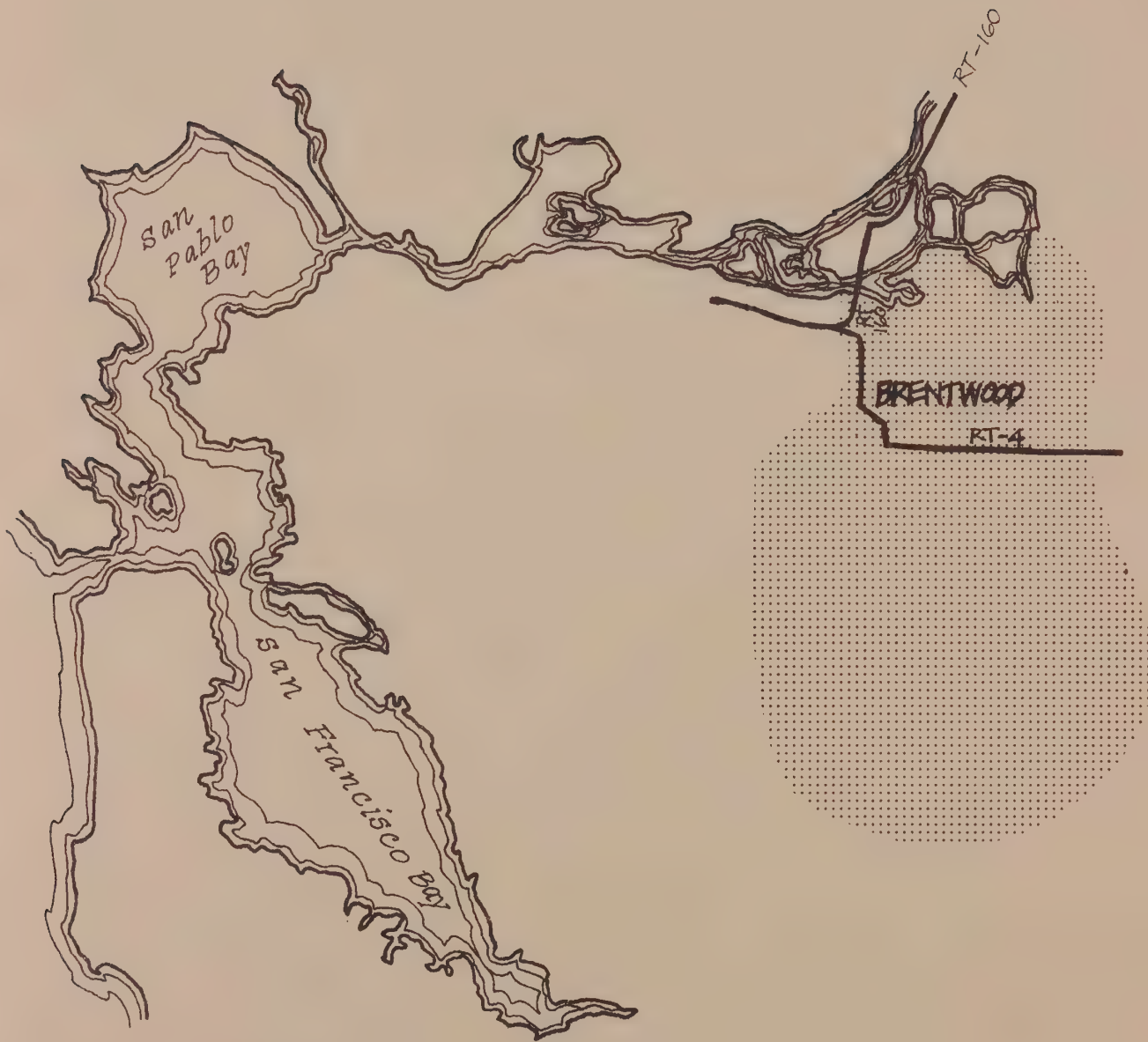
proximity to suburban areas (e.g., Central Solano County) which are experiencing rapid residential growth but lack regional transit, long distance commuting could be minimized for residents who might otherwise commute longer distances to other regional employment centers. At the same time some of these communities are presently having difficulty containing dispersed residential development, hence induced residential development may exacerbate existing problems.

- 3) Growth in Carquinez communities where infrastructure is in place could reduce the costs of investing in new public services and facilities elsewhere. Where jurisdictions can provide a range of housing opportunities necessary to house potential employees and phase residential growth in conjunction with the availability and capacities of public facilities, a more compact form of development could occur.

III. EXISTING REGIONAL POSITION

Executive Board decisions have not addressed the range of issues discussed above, hence there is no position statement for this planning area.

**EAST CONTRA COSTA COUNTY
PLANNING AREA**



9

East Contra Costa

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



EAST CONTRA COSTA COUNTY PLANNING AREA

I. GENERAL CONDITIONS

This area consists of small residential communities (Brentwood, Byron, Bethel Island, Oakley, Sand Hill, and Discovery Bay) with a 1975 population of approximately 15,000 people. The area has a higher proportion of elderly Hispanic people than the County as a whole. About 13% of all families had incomes below the poverty level in 1970. The predominant urban land use is single family homes accounting for about 2000 of 2200 developed acres in 1973 and approximately 76% of the housing stock in 1975. The existing housing stock is old and relatively inexpensive. In 1970, over 64% of all dwellings were over 20 years old. The median value of homes was 21% less than the County median; rents were 43% of the median.

The prime economic activity in East Contra Costa County is commercial agriculture with approximately 100,000 acres in agricultural use and considerable land with prime agricultural soils. The area includes 40% of the County's agricultural income between 1970 and 1974. Agricultural activities are becoming increasingly marginal due to small parcel size, water quality and supply problems. Large lot residential development and smaller tract subdivisions also constitute impediments to agricultural activities. Lacking significant job growth, this area will continue to be suburban with residents commuting to jobs in the Antioch-Pittsburg area or elsewhere in the region. ABAG projections show a significant increase in employed residents in this area relative to the increase in total jobs. This indicates increased reliance on commuting in the future.

New development may occur in environmentally sensitive areas. Both the Delta Lowlands and Bethel Island are classified as areas with high susceptibility to seismic hazards and much of the remaining area is also seismically sensitive. Potential flood hazard areas have been identified in Byron, Knightsen, and Oakley. Approximately 43,000 acres of land in this area fall within 100 year flood plains. Other areas are flood prone due to potential failure of the extensive levee system. Delta waterways provide unique regional recreational opportunities in this area. Some lands in East County are potentially suitable for a Class-I, hazardous waste disposal site.

New public facilities will be required to accommodate growth in East County. Existing school enrollments range from 76% - 102% of the existing capacity, hence future growth will contribute to the need for more classroom space. ABAG's Environmental Management Plan programs the need for new wastewater facilities in the early 1990's. Presently, express bus service to BART is available in Brentwood and Oakley.

II. ISSUES

Planned development for this area poses a number of problems for maintaining the productivity of agriculture, limiting sprawl, and addressing adverse impacts of new residential development in environmentally hazardous areas.

In particular, two development proposals, if implemented, would provide for extensive urbanization of this area at a scale which would fundamentally alter the rural character of existing development:

1) Discovery Bay - Originally planned as a "second home" recreational community in an isolated area near the Contra Costa/San Joaquin County line, this community is now being marketed as a residential development with a potential population of 10,000 - 12,000. Development at this scale and in this location may be primarily oriented to the Stockton area. Whereas development as a recreational community would not necessarily generate long distance automobile commuting (home to work) with related impacts on air quality, its development as a residential community would have these impacts. Commuting distances to Bay Area employment centers may be prohibitive. Since the County Board of Supervisors has made commitments to provide services to this area, actions by ABAG to discourage growth in Discovery Bay may conflict with County policies.

2) Brentwood - a new general plan proposed for Brentwood would increase the area designated for urban use to about 8,000 acres, a 344% increase over what is envisioned in the existing plan. According to the proposed plan, future population could range from 16,000 to over 26,000 people residing in a full range of dwelling unit types, from low to high densities. Urbanization at this scale could entail development in environmentally hazardous areas and involve extensive conversion of prime agricultural lands to urban use. Brentwood's plan appears to be in conflict with County policies to preserve agricultural lands with prime soils. Land within the current LAFCO sphere of influence is rapidly being

annexed and the proposed plan has a policy to expand the sphere of influence to accommodate the level of new development recommended in the plan.

County policies for East County support a moderate level of growth in urban areas and the preservation of agriculture. A compact development pattern is being fostered throughout the area through the design of planned wastewater facilities which will provide for local treatment in most communities with only one interceptor link between communities (Oakley-Bethel Island). While dispersed residential development could occur both along the interceptor and on septic tanks throughout the area, proposed large lot zoning to preserve agriculture, as well as LAFCO decisions on spheres of influence, urban service areas, and annexations could limit development in environmentally sensitive areas.

While not necessarily related to the scale of development which could occur in this area, the Peripheral Canal project and the proposed San Luis Drain may adversely affect water quality and recreation in the Delta. Water quality may in turn affect agriculture operations utilizing supplies from the Delta system.

III. EXISTING REGIONAL POSITION:*

This position statement is based on an Executive Board project review recommendation which addresses many of the issues above and illustrates how ABAG has applied regionwide policies to this area in the past.

In 1976, Executive Board supported funding for a project to increase the capacity of wastewater treatment

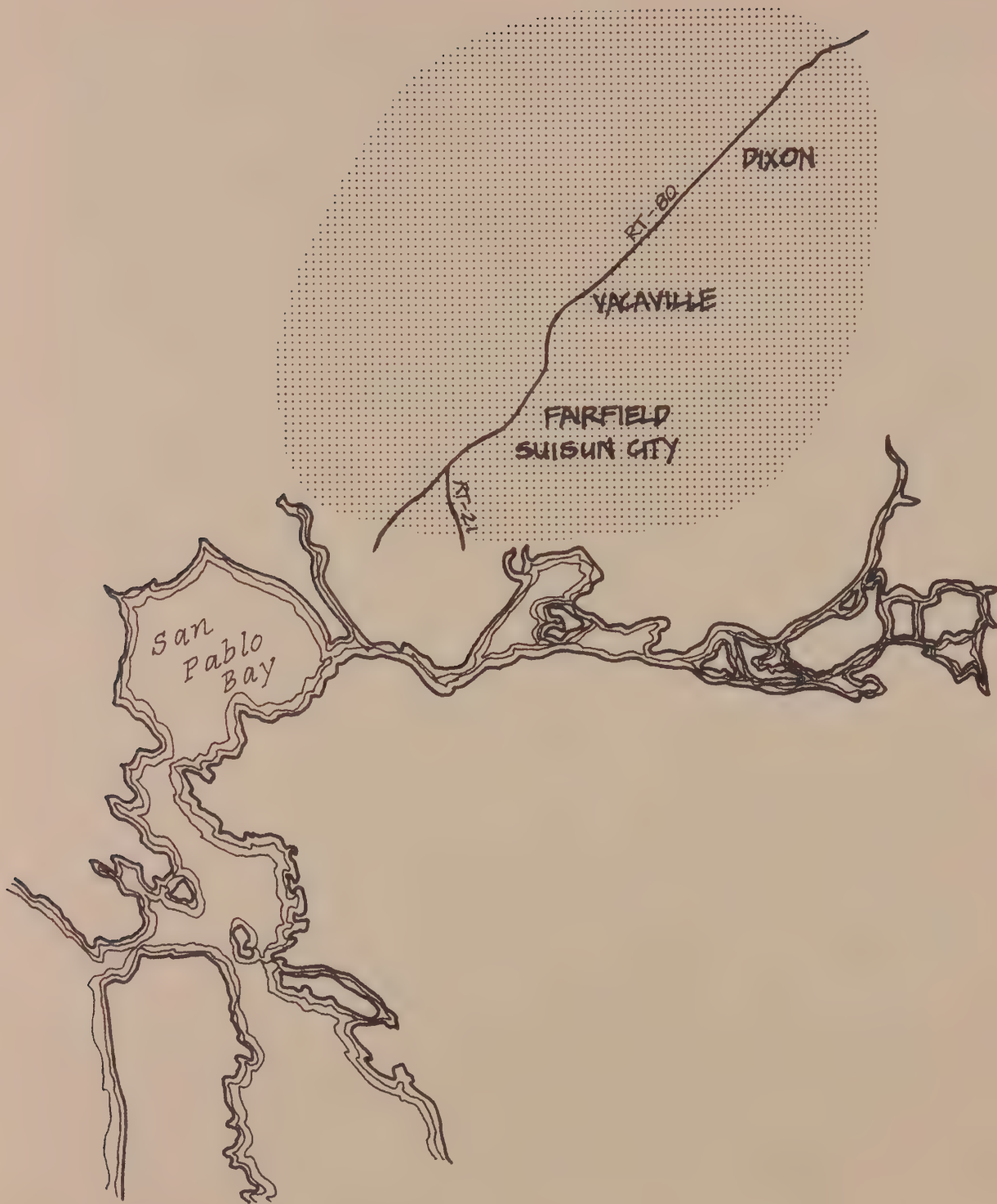
facilities serving the communities in this planning area. The recommendation called for the implementation of a number of actions to make the project consistent with regional policies, as listed below. It should be noted that this recommendation was approved by a one-vote margin.

- 1) That the capacity of the treatment plant for one community, geographically isolated from existing urban areas, be reduced to a level consistent with the "E-0" population projection in order to mitigate the impacts of suburban sprawl (e.g., increased commuting and related air quality impacts) in the East County area,
- 2) That all affected agencies make commitments to limit growth in unurbanized areas, e.g., by restricting hookups along one of the interceptor sewers,
- 3) That measures to provide for accelerated growth in local serving employment opportunities, tightly drawn sewer service boundaries, and large lot zoning to preserve agriculture would minimize adverse impacts on regional policies,
- 4) That affected agencies should participate in the AQMP.

Staff comments on the DEIR for a Local plan to serve a large portion of the planning area reinforced the concerns addressed in the Executive Board recommendation (e.g., calling for large lot zoning in agricultural areas) as well as seeking clarification of how the plan would promote hazard reduction and recreational use where opportunities exist. Staff also stated that it appeared necessary to provide new housing in East County to relieve overcrowding, to offset low vacancy rates to replace substandard units, and to accommodate the formation of new households among the existing population who do not migrate elsewhere during the planning period.

*Since the 1976 A-95 review for East Contra Costa County, rapid residential growth has occurred in Discovery Bay reaching a level which exceeds that recommended in this position statement. At the August 1979 Regional Planning Committee meeting, RPC recommended that this position statement be reassessed and that the County planning staff submit the technical data needed to undertake this reassessment. Once this information is received and reviewed, staff will recommend changes to the position (if appropriate) for action by Executive Board.

CENTRAL SOLANO COUNTY PLANNING AREA



10

Central Solano

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



CENTRAL SOLANO COUNTY PLANNING AREA

I. GENERAL CONDITIONS

Central Solano County is one of the most rapidly growing areas in the region. Countywide, population increased by 15,929 between 1970 and 1975. Vacaville and Fairfield captured the largest numerical share of this increase with gains of 52.9% and 38%, respectively. The gains were made despite population losses at the California Medical Facility and Travis Air Force Base. Since 1975, rapid residential development has continued in Vacaville and Fairfield and has now begun to occur in Suisun City. Housing units and households have increased almost three times faster than regional rates.

The total housing stock of Solano County grew by 12,734 units or 23.7% between 1970 and 1975. Of the total housing stock, single-family units comprise the major portion by a ratio of three to one. Multiple-family units have increased their share slightly, with 30% of all new residential construction for the same five-year period. Vacaville and Fairfield received the second and third largest percentage gains, respectively, in new housing capacity in the County. Vacaville, with 3695 units, increased its housing stock by 57% since 1970. Fairfield followed with 3,730 units or 32%. Although the median value of homes increased by almost 80% during the first five years of the 1970's, the cost of housing is still low relative to most other areas in the region. As a result of increased housing values, over a fifth of the population pays over 25% of family income for housing. Increases in the median rent level were the lowest reported in the region between 1970 and 1975.

Job growth rates in the area also

exceeded county and regional averages between 1970 and 1975. Major employers include Travis Air Force Base, Anheuser-Busch, County Government, State Department of Corrections, and food processing and distribution industries. Although recent projections show that Solano County may not be one of the fastest growing counties in providing new employment opportunities, significant amounts of land are zoned for future industrial use along Interstate Highway 80 in Cordelia, Fairfield, Vacaville and adjacent to Travis Air Force Base. Land available for residential use, mostly low density, is generally located adjacent to planned industrial uses. ABAG projections show slightly less than a fifty percent increase in total employment between 1975 and 1990 for this area, but with the projections showing more than 100% increase in employed residents, out-commuting will increase dramatically.

With few exceptions, both residential and industrial growth is planned to occur within LAFCO existing spheres of influence. It should be noted that there is probably more undeveloped land within these spheres than anywhere else in the region and some of the land has prime agricultural soils. In spite of this situation, most of the cities in Solano County have proposed further expansion of their respective spheres. Vacaville has been the most conservative in proposing additional areas for expansion. The city's new growth management system calls for infill opportunities to be pursued before additional development occurs at the urban fringe. Dixon, an agricultural community near the Yolo County Line, has experienced significant residential growth in recent years and has the potential of becoming a bedroom community for the Davis, Fairfield and Vacaville areas. Although all local governments in

this area plan to accommodate significant residential growth, expanded service capacities for schools, water and wastewater will be needed to support new development. At least two cities (Vacaville and Fairfield) are both actively analyzing growth management in relation to fiscal issues. In Dixon, sewer, water, and, primarily, drainage capacities are constraints to growth and the City is preparing a growth management element and a new general plan. Except for Greyhound, regional transit service is not provided to this area, although local systems operate within it.

Outside spheres of influence, agricultural uses are prevalent. Countywide, the value of agricultural production was second highest in the region in 1976. Much land is held in agricultural preserves pursuant to the provisions of the Williamson Act. Solano County has recently modified its zoning ordinance to provide for extremely large lot zoning (1 unit per 160 acres) in agricultural areas. The major environmental resource which may affect future development in Suisun City, Fairfield, and Cordelia is the Suisun Marsh, one of the most significant ecological systems in the State of California, whose location extends to the southern portions of these urban areas.

Photochemical oxidant has been the primary air quality problem for Central Solano County. Concentrations have been in violation of both state and federal standards fairly frequently. In 1976, maximum concentration was .14 parts per million, and violations occurred for 17 days. This is comparable with the average number of days the oxidant standard was exceeded between 1970 and 1974. Oxidant standard violations may continue to be a problem for this planning area in the future in spite of the recent

relaxation of the oxidant standard by the U.S. Environmental Protection Agency.

II. ISSUES

As reflected above, this area is planned to accommodate significant increases in population and industrial growth. Related to the potential growth, a number of issues remain to be resolved: i) whether industrial growth will provide employment opportunities for the resident labor force at a level to minimize commuting to employment centers elsewhere in the region, ii) whether industrial and residential growth would limit the potential for infill, redevelopment, or reuse in the older, more urbanized areas of the region, iii) the extent to which communities can provide housing opportunities for low- and moderate-income people, iv) the extent to which future residents will utilize transit, and v) whether growth will occur in conjunction with some kind of phased allocation program.

A number of local agencies have instituted plans and programs which address the issues above. For example Fairfield seems to be running an aggressive program to conserve and expand housing for low- and moderate-income people while at the same time market pressures favor extensive suburban residential development. Both Fairfield and Vacaville are analyzing growth in relation to fiscal issues and this seems especially appropriate to offset adverse fiscal consequences associated with strong pressures for residential growth in excess of those for new industrial development. The County through its recently revised Housing Element has reinforced its position that new urbanization which occurs in Solano County should be

located in the cities. Growth management, as undertaken in Vacaville or in other communities, may lead to a more compact development form that could have beneficial effects in preserving agriculture. Its potential impact of increasing the cost of housing, however, could serve to price lower income families out of the market. Travis Air Force Base, one of four potential sites for commercial aviation activity in the North Bay counties (Marin, Sonoma, Napa, Solano), could potentially serve both air travel needs and increased industrial activity.

On the negative side, communities are making commitments to expand and extend services in anticipation of new development and this may induce residential development to the extent to which opportunities to provide a balance between residential and industrial growth are diminished. As services are extended to support low density residential uses and housing costs continue to increase, opportunities to address regional housing needs may be reduced.

III. EXISTING REGIONAL POSITION

This position statement is based on Executive Board project review recommendations. Its purpose is to illustrate how ABAG has applied regional policies to this planning area in the past. Staff comments on environmental impact documents are also noted both as they follow up on Executive Board recommendations and as they discuss other issues.

In response to the rapid residential growth occurring in this planning area, Executive Board has advocated a compact and phased urban growth pattern in existing urban communities. The Board has discouraged both the encroachment of

residential uses into prime and productive agricultural areas and the establishment of new community growth areas. Support has been given to communities who act to create housing opportunities for lower income people and incorporate fiscal analyses into local decision-making.

In approving funding for increased wastewater capacities in part of this area, Executive Board has emphasized the need to phase urban development and preserve prime agricultural land. In one wastewater review, Executive Board recommended that wastewater facilities (a proposed interceptor and pumping station) for the proposed Cordelia new town site be sized to serve the existing capacity and that service to a predominantly agricultural area be only for existing flows. In another wastewater review, the recommendation was for ABAG and city staffs to reach agreement on population projections and recommended that development be staged to avoid sprawl and preserve prime agricultural land. Staff comments on a project near one of these cities questioned whether the conversion of 1200 acres of agricultural land to residential use was consistent with Executive Board's recommendation to preserve agriculture and questioned the advisability of approving this project which could induce more residential development between the project site and existing developed areas.

Executive Board has also been supportive of local efforts to provide subsidized housing in Central Solano County where one-year goals were consistent with targets set under the approved Regional Housing Subsidy Distribution System. Executive Board has also supported a grant application to undertake a growth management study in one rapidly developing city, stating that a number of the city's growth

management goals (orderly growth, provision of housing for all sectors of the community, phasing the provision of services, and preservation of the agricultural industry to achieve a balanced economy) were consistent with regional policies. This project was recommended for funding, noting that the study would proceed with a recognition of areawide growth needs and that the potentially exclusionary impacts of growth management tools would be addressed as part of the planning process. Executive Board subsequently recommended funding for a CDBG application for this city with the hope that the growth management policies (which would be the outcome of the study mentioned above) would make explicit provisions for meeting low- and moderate-income housing needs.

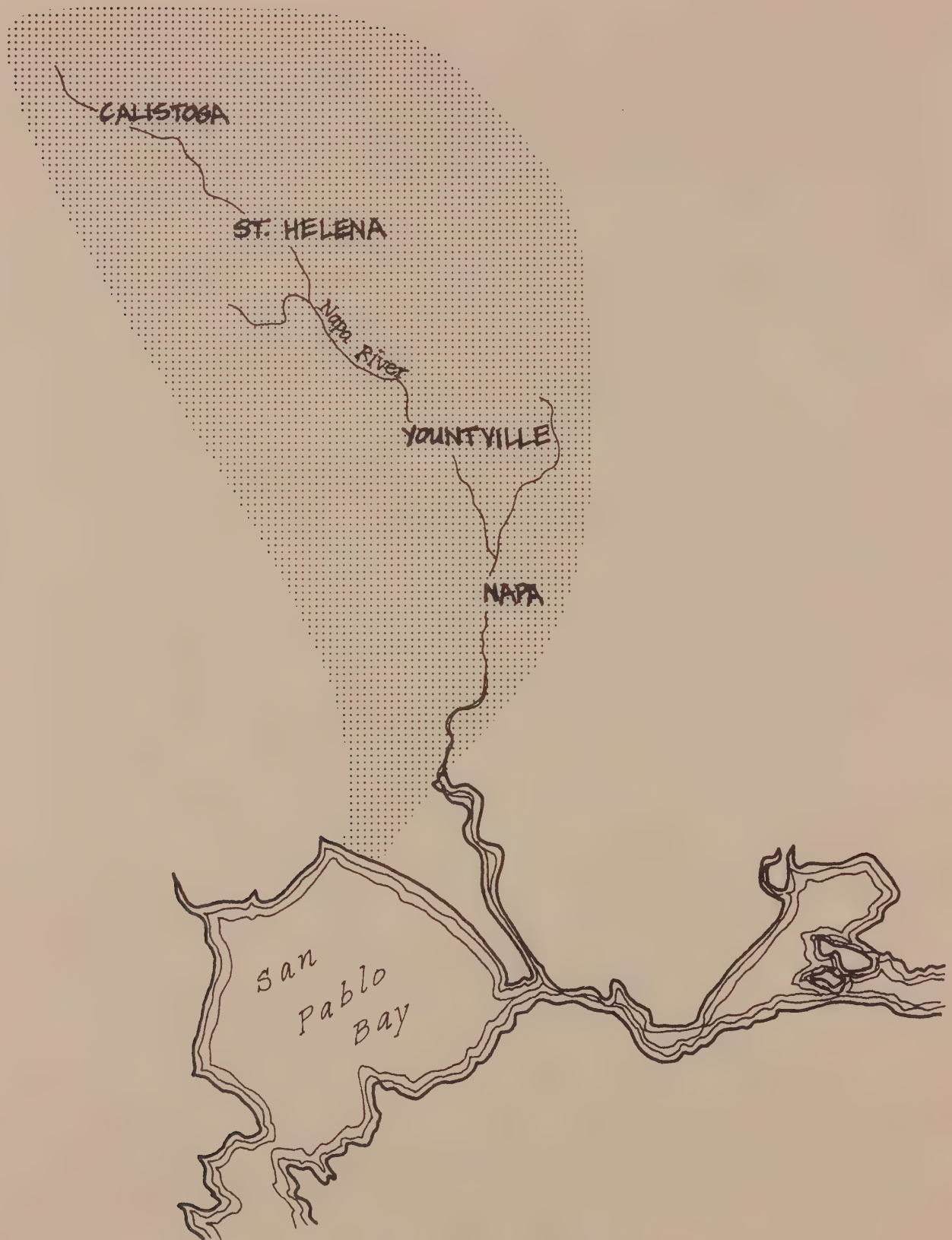
Staff comments on a DEIR expressed concern that implementation of the growth management policies was to be delayed for six years and urged that the scale of a proposed water system expansion be evaluated in relation to this delay. For this same jurisdiction, staff comments on a proposed industrial development asked that the project be considered in light of how much housing demand would be generated and the extent to

which new jobs would reduce unemployment, and in relation to its potential fiscal costs and benefits.

For other parts of this planning area, review activity has taken the form of staff comments:

- o In reviewing a proposed annexation where development would have required the expansion of the capacities of public services, staff endorsed an idea posed in the DEIR to initiate a study of long-term public service needs which would enable the city to evaluate development proposals comprehensively instead of expanding service systems incrementally in response to each new major development proposal.
- o Where a DEIS pointed out numerous adverse impacts for a large new residential development (impacts on transportation safety, flood susceptibility, over-crowded schools, water shortage, and fiscal capacity to provide new services), staff supported HUD in its efforts to require mitigation as a condition for approving mortgage insurance.

NAPA VALLEY PLANNING AREA



11

Napa Valley

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



NAPA VALLEY PLANNING AREA

I. GENERAL CONDITIONS

The 1975 special census for Napa County shows a population of approximately 90,000, with about half residing in the City of Napa. Between 1970 and 1975, 94% of the 11,500 new residents in the county located in the City of Napa. Countywide, about 62% of the population live within cities; about 38% live in unincorporated areas. Napa County's total population grew at a fairly rapid rate during the first half of the decade. The overall percentage change for the period was 14.6%, nearly three times the regional level. About 2% of the region's total population lives in the county.

Between 1970 and 1975, the County's housing stock grew at a rate of 5.3 percent per year. This increase matches a similar rise in the number of new households residing in the Napa Valley. In 1976 and 1977, multiple family housing amounted to only 12% of the total units for which building permits were issued. In the past five years, the cost of rental units increased at more than twice the rate of median household income. A housing problem may be emerging for this area considering that in 1970, 13.4% of the resident population was sixty-five years of age (a time when many retire and are faced with fixed incomes). Also, in 1970, 8% of the resident population had incomes below the poverty level, one of the highest levels in the nine county Bay Area.

In 1973, Napa County had a resident labor force of 23,500 non-agricultural wage and salary workers. Approximately one-third of these workers were government employees. The remaining labor force

works in the service sector (22%), trade (19%), manufacturing (16%), construction (5%), and finance, insurance and real estate (3%). Between 1970 and 1975 total jobs increased by more than 18% in the County; unemployment increased by 7% between 1970 and 1976, the smallest increase in unemployment of all Bay Area counties. In 1970, there was almost one job per household in Napa County. In 1975, household growth began to expand faster than job growth, an indication that increased commuting is likely.

Photochemical oxidant and carbon monoxide are the main air quality problems in Napa County. Oxidant concentrations are fairly high and violation of Federal and State standards occurs fairly frequently. An analysis of recent trends, however, suggests that both the maximum oxidant concentration and the frequency of standard violations may be declining. In 1974, oxidant concentrations in Napa exceeded the old Federal standard 32 days. The standard was exceeded only 25 days in 1975 and 16 days the following year. Maximum concentrations were .13 parts per million (ppm) in 1974, .17 ppm in 1975, and .12 ppm in 1976. With the relaxation of the national oxidant standard from .08 ppm to .12 ppm, Napa County's air quality problem with regard to this pollutant may be considered less severe in the future. Napa Valley's hilly terrain and poor ventilation appear to be the primary contributors to localized carbon monoxide violations occurring in the City of Napa. Particulate concentrations in the vicinity of the City also exceeded the State's standard for this pollutant during 1976. Violations, however, were not recorded for either 1977 or 1978 thereby suggesting improved conditions with respect to this pollutant.

Presently, local land use policy serves to direct future growth to the cities. Existing city limits are designated by the LAFCO as the limits of urban development except in the American Canyon area where approximately 4,000 acres are available for future industrial use. Within the cities, limited excess wastewater capacity may limit population growth to approximately 10,000 population, but facilities are sized in accordance with an integrated land use/service provision program reflected in both city and county plans and ordinances. Large lot zoning in unincorporated areas tends to reinforce the orientation towards compact growth. Although the residential growth potential may exceed that for industry, both categories may be slow relative to the rest of the region.

Away from urban settlements in Napa County, a number of significant resource activities occur. The wine industry is an important economic activity and source of tourism for which the county is widely known. Lake Berryessa is the largest man-made lake in California and draws visitors throughout the region. Geothermal energy exploration is also occurring within the county. ABAG's Solid Waste study has identified two areas in Napa County with lands potentially suitable for a Class I, hazardous waste disposal site.

II. ISSUES

Although more dynamic development activities are likely to occur elsewhere in the region, the development pattern in the Napa Valley offers a number of advantages. Both urban and rural land use and service policies direct residential growth to existing communities, achieving savings in the cost of

providing services without limiting agricultural and resource management activities in rural areas. With limited water and wastewater capacity to accommodate new development and coordinated land use and service policies, future development is likely to occur as it has in the past--following the orientation toward compact growth.

As the Valley becomes more accessible to the rest of the region and as industrial activity increases in the American Canyon area or elsewhere in proximate areas of Solano County, pressures for additional residential development could increase markedly in the valley. The Napa Airport is one of four potential regional airport facilities to serve the North Bay counties (Solano, Napa, Sonoma, and Marin); its expansion could also stimulate economic growth. Both the County and all cities within the County oppose the development of a regional airport facility at the Napa Airport. When and if economic development pressures increase, Valley communities may be faced with decisions to expand the capacities of public services and it may become more difficult to maintain the character of existing communities in a setting removed from many of the problems of more rapidly developing areas. The present county general plan anticipates additional development pressure and has taken steps to avoid radical change in the Valley. Calistoga may be one area where pressures may be more immediate if commuting increases in response to economic development in Santa Rosa and elsewhere in Sonoma County.

At the present scale of development a number of diverse issues merit attention: i) the trend towards increased commuting; ii) as housing costs increase faster than personal income, the housing and service needs of the elderly may become

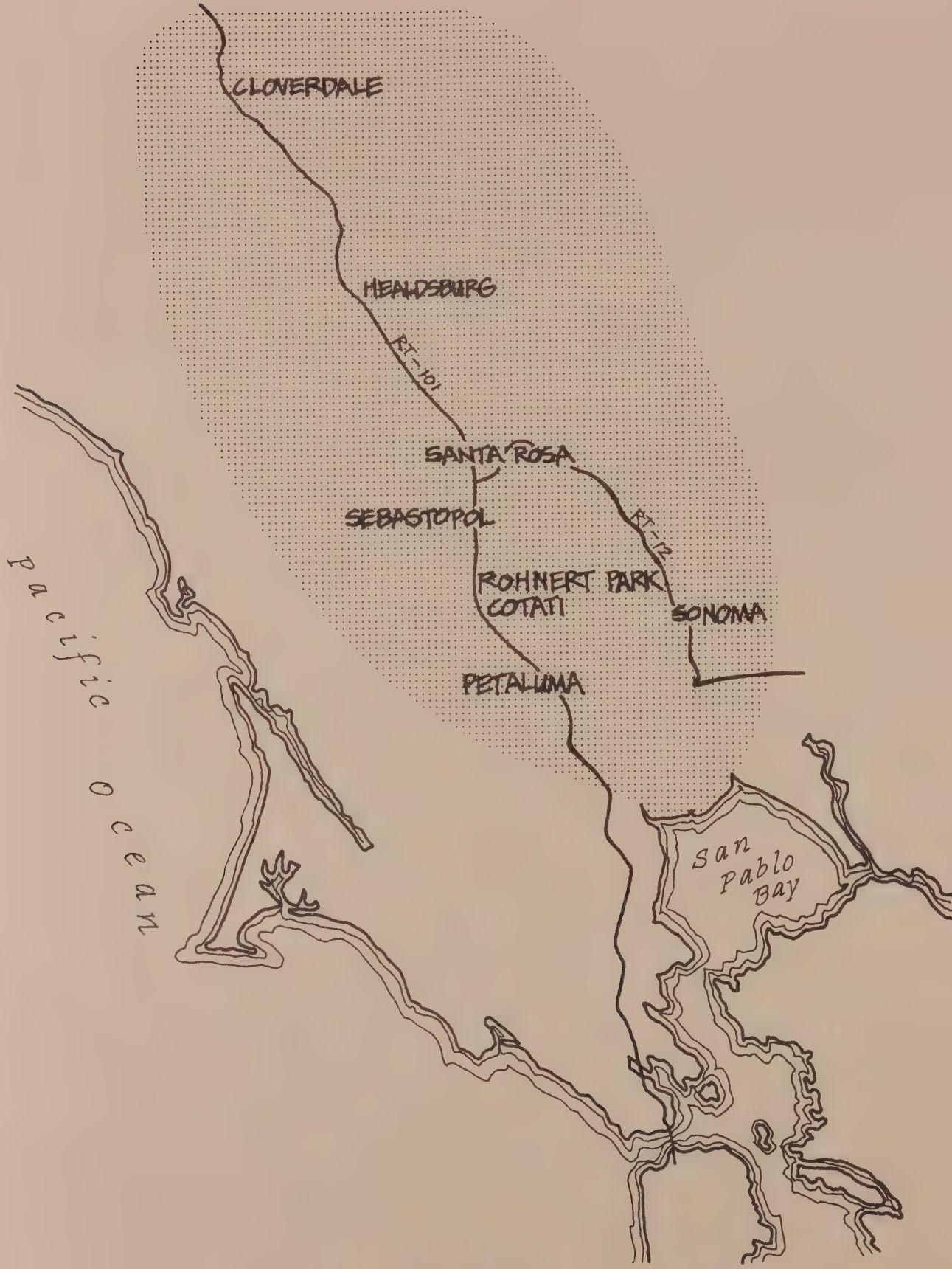
increasingly difficult to address; iii) as the Valley continues to provide regional recreational and tourist attractions, the lack of regional transit facilities keeps these activities beyond the reach of transit-dependent populations; iv) regional transit service is limited to Greyhound service, hence access to jobs elsewhere entails long distance

automobile commuting and may serve to increase mobile source emissions.

III. EXISTING REGIONAL POSITION

Executive Board actions have not addressed the issues noted above; hence there is no existing position statement for this planning area.

CENTRAL SONOMA COUNTY PLANNING AREA



CENTRAL SONOMA COUNTY PLANNING AREA

I. GENERAL CONDITIONS

Central Sonoma County is an area where some of the region's most significant population and economic growth could occur. Between 1970 and 1975 the annual population growth was about 9000 new residents or a growth rate of 4.2% per year. Overall, the population grew by 43,324 or 21% for the period. Since 1975 the population growth rate has decreased slightly. Indications are that in-migration is presently the primary stimulus for population growth. Between 1970 and 1973, out-commuting from the county increased by 50%. In 1975, over 14 percent of Sonoma's labor force was commuting to places of employment outside of the county. More than one-half of those employees were commuting to Marin and Napa Counties. Countywide, growth in the number of employed residents is projected (by ABAG) to increase faster than the rate of job growth, an indication of increased out commuting in the future.

In-migration and out-commuting may be indicative of a more affluent population moving into the area. Even so, the 1975 Sonoma County Special Census revealed that over 10% of all families living in the County had incomes below the poverty level. This figure is comparable to that cited in the 1970 U.S. Census and represents the highest of any Bay Area county.

Two-thirds of the new population growth occurring between 1970 and 1975 occurred in Sonoma County cities. Rohnert Park and Cotati received the greatest percentage increase in population (111% and 105% respectively). Santa Rosa, however, led all cities in actual increased population with 15,599 new residents. In 1970, 48.4% of the County's total

population lived in cities. That figure rose to 53% by 1975.

Countywide, the housing stock increased nearly 32% between 1970 and 1975. During that period multi-family units comprised one-third of new residential construction. Multiple family units accounted for only approximately 25% of new residential construction countywide in 1977 and 1978. However, it comprised greater than 50% of new construction in Rohnert Park for the same period. The Rohnert Park situation is significant when compared to the situation in other cities: multiple family unit construction accounted for only 14%, 21%, 22% and 20% respectively in the adjacent communities of Petaluma, Cotati, Sebastopol and Santa Rosa. Multiple-family housing is projected to increase at a rate faster than the rate of single-family housing growth over the next twenty years.

Until recently, economic growth in Central Sonoma County responded primarily to population growth, with growth in local-serving jobs (retail sales, professional services, real estate, finance) out-numbering basic industrial jobs. Around 1968, a new trend emerged with a growing number of high technology and small manufacturing industries establishing facilities in Sonoma County. Approximately 3,200 acres of land are now designated for future industrial use. Inexpensive land, a large semi-skilled resident labor force, and environmental amenities are factors that contribute to the County's ability to attract new industry. Santa Rosa, Petaluma, and Rohnert Park could all be focal points of future economic activities.

Air quality has not been a severe problem in most areas of Sonoma

County. Southern parts of the County, however, particularly near the City of Sonoma, have been subjected to fairly frequent serious violations of ambient air quality standards for photochemical oxidant. Bay Area Air Quality Management District 1975 monitoring station readings indicated that the Federal primary standard had been violated a total of 20 days with maximum readings as high as .17 parts per million (ppm). It should be noted, however, that the Federal standard has been recently revised from .08 to .12 ppm. Carbon monoxide levels may become of increased concern in southern Sonoma County as commuting activities continue to grow in that area.

In response to rapid growth and change, local governments have applied stronger land use controls. Petaluma's Residential Development Control System limits the total dwelling units that can be built in a year and establishes a procedure for choosing among potential developments. Santa Rosa has adopted a growth management program that integrates annexation and urban expansion policies. The recently adopted Sonoma County Plan seeks to promote compact growth within existing communities and to provide for a rural-residential scale of development which does not require the provision of urban services. The plan also includes a long-range transit plan and policies to reduce commuting.

In spite of these individual efforts, there is a lack of consensus among the cities, Sonoma County, and special districts on where future development should occur. Presently Sonoma County is the only county in the region where city spheres of influence have not yet been adopted by the Local Agency Formation Commission. In some cases, service

districts serve development without annexation and prior to the resolution of development policy conflicts between jurisdictions. As yet, intergovernmental mechanisms to implement coordinated development objectives have not been established.

Urban development pressures have largely been limited to Santa Rosa and areas to the south. More recently development has been occurring in the Windsor unincorporated area just north of Santa Rosa and may soon extend further north to Healdsburg. Windsor residents recently rejected a ballot proposal to incorporate as a city. North of Santa Rosa, agriculture constitutes the major economic activity. In 1976 the value of agricultural production in the County was the highest of all Bay Area counties. The wine industry constitutes both an important industry as well as a source of tourism.

II. ISSUES

With population and economic growth occurring rapidly and simultaneously in Sonoma County and with the potential to attract and absorb more growth, a number of issues emerge:

- 1) As in other areas, significant economic growth will determine the extent to which fiscal disparities will arise. In the past, economic growth has been concentrated in Santa Rosa. If this trend continues, it may be difficult for other jurisdictions to bear the cost of providing services to residential development generated by industrial growth elsewhere. In contrast to the existing pattern of economic development, the dispersal of

economic growth could result in a more balanced distribution of public revenues derived from new industry.

- 2) While industrial growth offers the potential to relieve unemployment and reduce commuting, recent growth has not seemed to have either of these effects. Even if an influx of job growth occurs, it is not clear that housing would be available at a cost affordable to future employees. The proximity of affordable housing to jobs seems key in reducing commuting although such efforts may be frustrated as the in-migration of residents who work in other employment centers continues. It should be noted that the high cost of housing in Marin County may be an important factor contributing to in-migration and out-commuting from Sonoma County by increasing the demand for more moderately priced housing. The increased use of both local and regional transit facilities seems necessary to realize potential air quality benefits associated with long-distance commuting from Sonoma County. The prevalence of dispersed low density residential development may be one factor which deters increased transit use.
- 3) As dispersed residential development continues to occur outside of existing incorporated areas or in areas lacking one or more urban services, potential impacts include increased costs

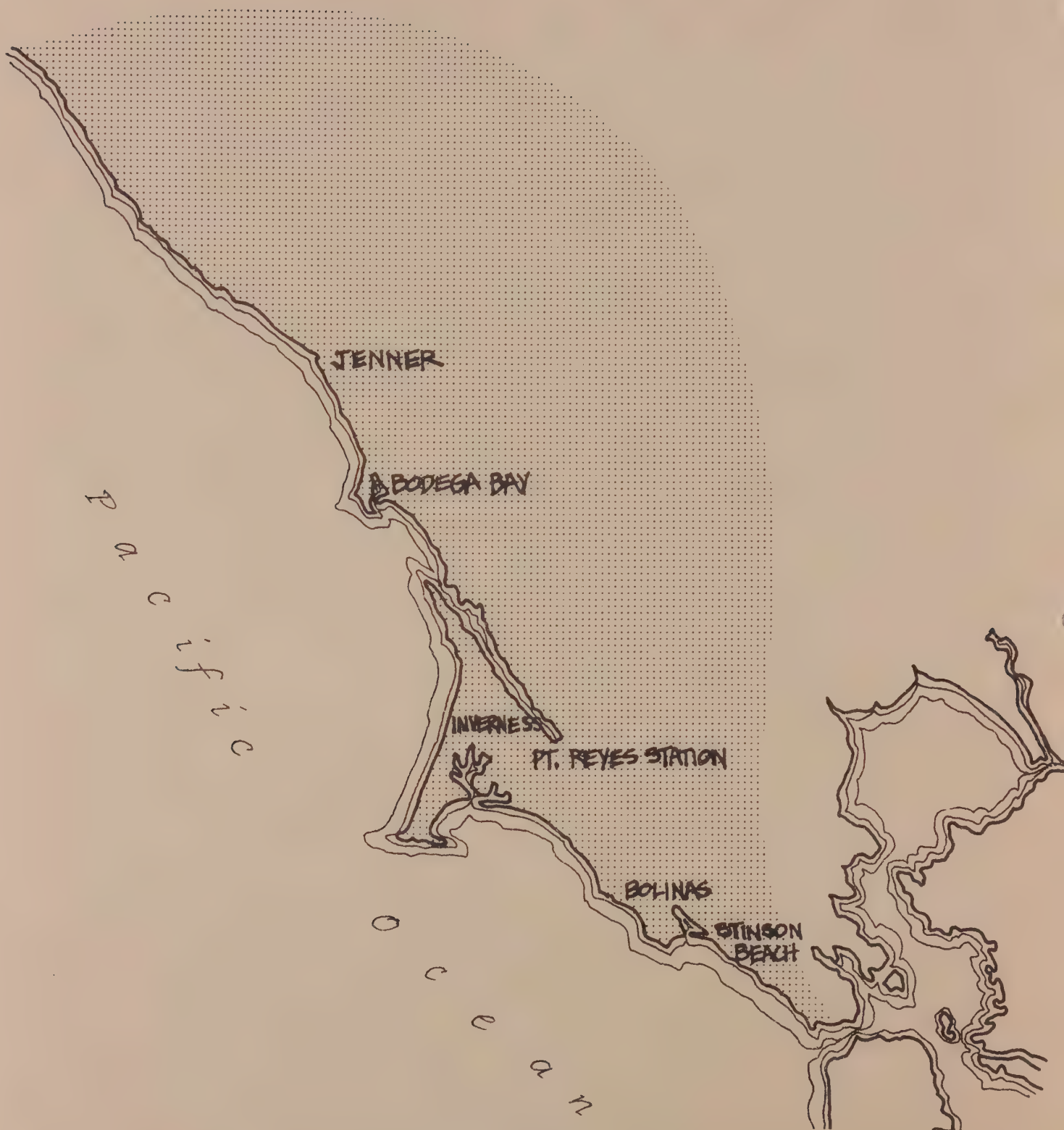
of providing most public services, the premature conversion of agricultural lands to urban use, and the inducement of additional residential development between isolated development sites and existing urban areas. The siting of industrial and major commercial uses at the fringe of existing developed areas and in unincorporated areas may also contribute to pressures for dispersed residential development. The scale of economic activities in these locations may also jeopardize attempts to revitalize older commercial areas more central to existing communities (e.g., Santa Rosa).

- 4) The Santa Rosa Airport is one of four potential sites for future commercial aviation activities in the North Bay Counties (Solano, Marin, Napa, Sonoma). In addition to evaluating its impact in serving future air travel needs, airport development should be analyzed as an industrial activity which may generate additional employment and economic activities.

III. EXISTING REGIONAL POSITION

Past actions of Executive Board have not addressed the range of issues described above, hence there is no position statement for this planning area.

NORTH COAST PLANNING AREA



13

North Coast
Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



NORTH COAST PLANNING AREA

I. GENERAL CONDITIONS

This planning area is the most sparsely populated in the region. Urbanization is limited to a number of small communities along Highway One: Stinson Beach, Bolinas, Point Reyes Station, Inverness, Tomales, Jenner and Fort Ross. In addition to these communities, a number of large subdivisions (e.g., Sea Ranch and Bodega Harbour) and "second home" recreational communities are planned. Most jobs in the area are in agriculture or recreation. Timber harvesting is still an important economic activity in Sonoma County, although its productivity has declined near the coast. The dairy industry, one of the last family farm enterprises, may also decline due to a lack of water and economic trends which favor larger agricultural businesses than are found on the coast.

The North Coast planning area contains a wealth of environmental resources unique to coastal areas of the region. In 1975, approximately 67% of the length of the Marin County's coastline was in public ownership. The Golden Gate National Recreational Area and the Point Reyes National Seashore are the two largest Federally owned recreational areas. The State and County own less extensive lands in Marin County. In Sonoma County, public lands comprise approximately 38% of the length of the shoreline. In addition to recreational areas, marine and coastal wildlife habitat areas are found along the coast, rivers, and bays. Safety hazards include the presence of the San Andreas Fault, erosion and landslide areas. Low lying coastal areas and flood plains are subject to tsunami.

Access to this area is extremely limited. Highway One provides north-south access along the coast and connects the north coast to more urbanized areas in Marin County. Peak hour volumes exceed the design capacity in Stinson Beach and Bodega Bay and additional urban development could create similar problems elsewhere. Highway 116 provides access to urbanized areas in Sonoma County. Presently only 1% of coastal travellers make use of transit.

II. ISSUES

Coastal areas provide a wealth of environmental resources which can't be duplicated elsewhere in the region. Recreational facilities in coastal areas are used by residents and visitors from throughout the region.

In the past, local planning and development efforts were predominantly urban-oriented. Land divisions and development have preempted prime agricultural lands, threatened unique natural habitats, and diminished the scenic and recreation values of the coastal area. Moreover, many developments have occurred on sites with severe public safety hazards, or are further straining already limited water resources. Although large scale land acquisitions by public agencies may eliminate some of these problems a number of issues remain:

- 1) Accommodating new urban development without degrading environmental resources - The location of new development will determine whether resource protection in critical areas can be achieved. Compact growth, i.e., infill of existing communities, rather than

dispersed growth may be the means to accommodate new development at the lowest environmental cost.

- 2) The availability of services and facilities - Public investments in sewers, water, and roads will influence the pattern of land use which evolves along the coast. Their use as positive instruments to control and manage urban development will affect the extent to which both development and conservation objectives can be achieved. With limited capacities of most public services, conflicts or competition may arise in meeting the demands of residents and visitors who use the recreational facilities in this area.
- 3) Economic Development - Although recent land acquisitions and legislation may limit the extent to which development threatens the economic productivity of agriculture, the existing tax structure may still serve to make agriculture less profitable. The Williamson Act is designed to preserve agricultural areas; however, its impact is not sufficiently reflected in market values to provide an incentive for increased agricultural productivity.
- 4) Providing access to the Coast - Although some resource areas are extremely vulnerable to degradation by human use, the value of recreational resources can't be realized without providing adequate access. A c c o r d i n g l y, commercial-recreational facilities may be needed to serve visitors if access is increased. Presently, options

to improve accessibility to this area seem limited. Funding for expanded highway facilities is limited and additional capacity may result in a number of adverse environmental impacts. Transit operations are expensive and the cost of transit may limit opportunities to expand this service.

- 5) Institutional Relationships - The Coastal Commission has the regulatory power to control development in this area. ABAG's Local Government and Organization Committee has endorsed the State Coastal Plan. Whereas ABAG's policies are seen to be consistent with those of the Coastal Plan, ABAG's perspective toward coastal issues (e.g., access to the coast) differs from that of the Coastal Commission hence recommendations to implement general policies may differ slightly.

III. EXISTING REGIONAL POSITION

This position statement, which addresses most of the issues statements above, consists of a series of detailed actions (summarized below) which implement the general policies of ABAG's Regional Ocean Coastline Plan (ROCP), approved by Executive Board in 1973.

o Public Services

Coastal development should be directed to designated community growth areas and away from hazardous or valuable open space areas through control of location, capacity, and timing of major public facilities.

o Accessibility

1. A regional coastal recreation access plan to develop an attractive public transportation alternative should be prepared immediately. Supplementary public recreational access should be provided for all significant increases in recreational facilities.
2. Major upgradings which would significantly increase the vehicular capacity of the coastal roadway network should not be permitted.
3. Proposals for development outside community growth areas should provide local-serving commercial facilities and internal circulation systems to minimize external automobile travel.
4. A trail system is also proposed, including biking, hiking and horse trails to serve regional needs. Major recommendations consist of interconnected shoreline, coastal terrace, and upland ridge trailways, and trails to provide access to important recreational opportunities and interior population centers.

o Water Supply and Sewage Disposal

1. In Community Growth areas,* extension of facilities and creation or expansion of service districts are permissible.

2. In Open Use-Limited Development areas,* no expansion of existing facilities to increase capacity beyond that necessary to serve existing development should be permitted. In such areas only internally supporting, self-contained facilities should be permitted.
3. In Natural Resource Conservation areas,* extensions of water supply and sewer service facilities may be provided for recreational uses, and extensions of water supply facilities may be provided for agricultural uses.

o Acquisition

Priorities for acquisition have been assigned and mapped in the plan. Key coastal open space resources which do not lend themselves to regulation are assigned an acquisition priority, based on the relative regional open space value of the area and the threat of loss. It is not the intent of these priorities to supplant continuing park, recreation, open space or natural preserve acquisition programs of the many agencies involved in such work, but to augment regulation in an attempt to assure compatible use of regional open space resources.

Additionally, the following actions, cited from the ROCP also provide a basis to evaluate proposals for new development in the North Coast Planning Area:

*Phrases refer to land use categories in ROCP.

- o Uses may not degrade the quality of critical open space elements of the coastal environment -

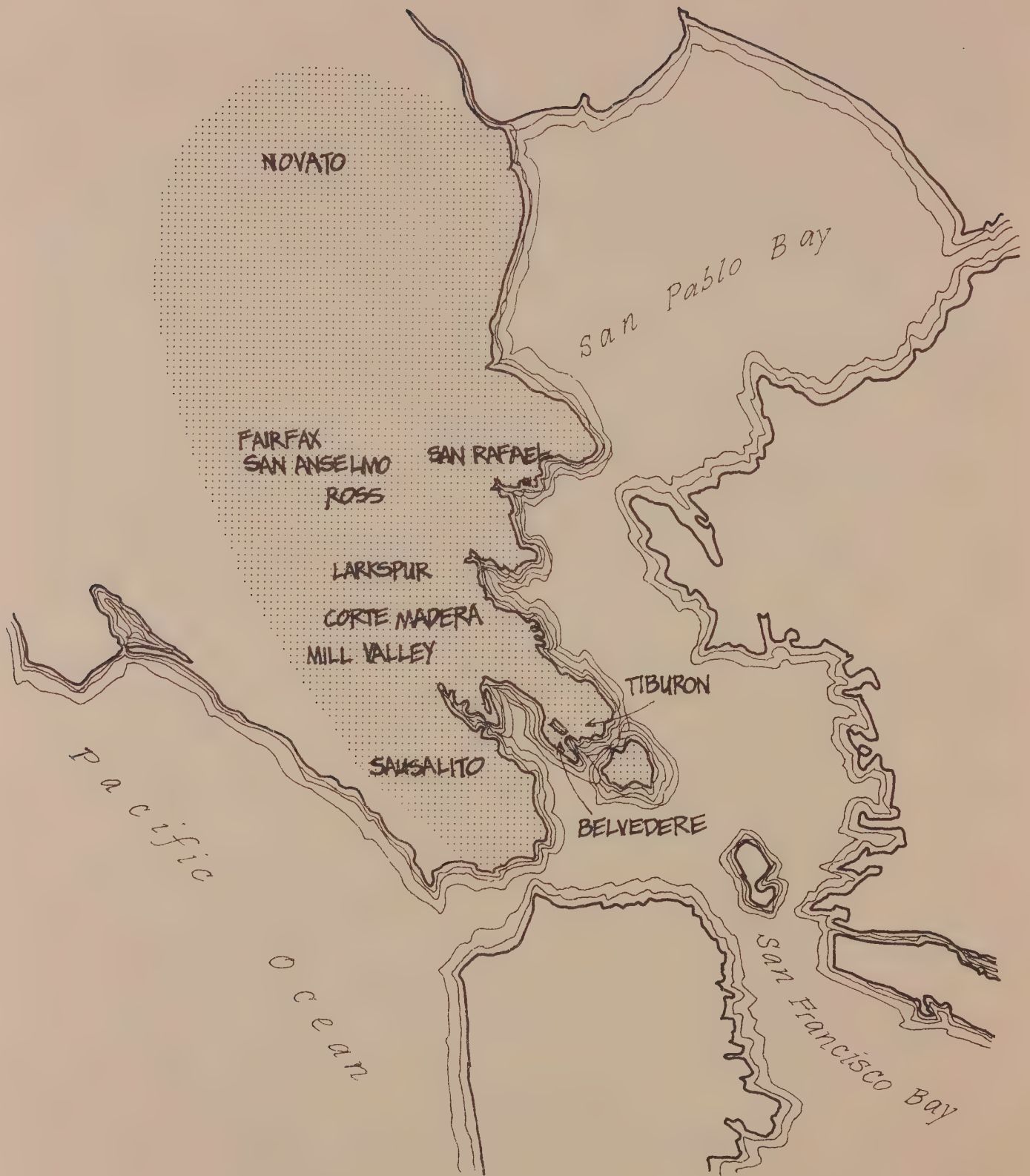
wildlife habitat resources, recreational resources and prime agricultural resources. Wildlife habitat resources should be limited to educational, scientific and recreational uses which have a high degree of compatibility and minimal impact. Public recreational resources should be maintained in appropriate open space uses for public use and employment. Prime agricultural resources should be reserved for a p p r o p r i a t e agriculturally-dominated activities. They should not be committed to development nor subjected to such development pressures that agricultural operations are taxed so heavily that they cannot survive.

- o Hazards to public safety include earthquake-induced ground shaking, slope instability, shoreline erosion, steep slopes

and flooding from storm runoff or seismic sea waves. Development should not be permitted which could reasonably be expected to result in significant hazards to persons or property, or where demands may be reasonably anticipated for major alterations to the environment as protection against hazards.

- o Development must conform to all public service policies indicated above. Additionally, development which would result in levels of use in excess of existing highway capacity should not be permitted.
- o No development should prevent reasonable and appropriate public access from public roads to the tidelands. An upland public easement, at least 100 feet in width, should be dedicated to provide access along the shore. Such easements are to be in addition to setbacks necessary due to hazards.

URBANIZED MARIN COUNTY PLANNING AREA



14

Urbanized Marin County

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



URBANIZED MARIN COUNTY PLANNING AREA

I. GENERAL CONDITIONS

Urbanized Marin County has traditionally maintained a suburban relationship to San Francisco and other regional employment centers. In 1975, the county ranked seventh of the nine Bay Area counties in total population. Marin residents increased by nearly 12,000, or 5.7% between 1970 and 1975. The County grew at a rate just slightly above the regional population growth rate for the same period.

Nearly all of the growth has occurred in the "City-Centered Corridor", along Highway 101, comprising the eastern one-third of Marin County. Most of the cities are located in this area. The highway provides access to and from San Francisco for both Marin and Sonoma County residents. Within this corridor, the southern cities are largely developed and can accommodate only limited population growth. Between 1970 and 1975 over 90% of new residents located in cities in the northern and central areas of the county--Fairfax, Novato, Ross, San Anselmo, and San Rafael. Based on local projections and policies, the percentage of people who reside in the cities (relative to unincorporated areas) should increase in future years.

Between 1960 and 1970 Marin's median family income level shifted upward dramatically due to higher income families moving into the County. Today, the countywide median income level is the second highest in the region. The percentage of families below the poverty level is the second lowest.

Housing values and rents in Marin are the highest in the region and assessed valuation per capita is higher only in San Mateo County. As

was the case elsewhere in the region, housing sales values and rents rose faster than median household incomes between 1970 and 1975. Most housing is in good condition, less than 5% of the total housing stock was physically substandard, overcrowded (or both) in 1975. In 1976 and 1977, local building permit data shows that 60% of the new housing units for which permits were issued were multiple family units. The total number of units approved in each year was less than ABAG's annual housing goal for this area.

Household size in the County is declining. Although this decline may not be as dramatic as in other areas in the region, it may lead to fundamental changes in this area where communities have historically developed as family-oriented suburbs.

Locally, wholesale and retail trade, services, and government provide about 75% of all job opportunities in the county. Between 1970 and 1975 total jobs within the county increased by only about 7%, a rate exceeded in six of the nine other Bay Area counties. According to ABAG housing and employment data, 50% of Marin County's labor force commutes to work outside of the county. Approximately 80% of that figure commutes to San Francisco. In 1970, 22% of local employment opportunities in Marin were held by in-commuters from other counties.

Compared to other North Bay counties (Sonoma, Napa, and Solano Counties), transit use in Marin is by far the highest, with about 9.1% of the labor force commuting to work by transit in 1970. This percentage is the third highest regionwide, exceeded only by the more urbanized San Francisco and East Bay areas. Even with this percentage of transit commuters, peak

hour congestion is most severe along Highway 101 in San Rafael.

Local development policies provide for controlled growth throughout much of this area. The Richardson Bay Residential Review Ordinance establishes a dwelling unit quota for some communities in conformance with countywide plan projections. Those projections reflect a desired population by 1990. Growth management mechanisms similar to that of the Richardson Bay Ordinance are being developed for use elsewhere in the County. Generally, most population growth is being accommodated within LAFCO spheres of influence.

Local projections indicate that both basic and population serving employment may increase by two-thirds over the next twenty years in the County. Much of this growth, however, depends on plans to develop Hamilton AFB as a major employment center and local policies to encourage office and commercial growth. The County lacks several factors which tend to foster basic industrial growth: the availability of inexpensive land and labor, deepwater harbors, and a central location with respect to regional markets.

The extent to which the capacity of services would effect population growth is uncertain. New wastewater facilities are presently being planned for the entire area to provide increased capacity. This area is served by the Marin Municipal Water District (MMWD) which participates in a service allocation program with the cities and the county. MMWD is currently developing additional water supply capacity to avoid a shortage situation such as that which occurred during the recent drought. The North Marin County Water District serves the Novato

area. Additional supplies from the North Marin Intertie, the Soulajule Reservoir, water conservation and reclamation of wastewater could potentially overcome the constraint which existing water supplies impose.

As elsewhere, air quality emissions and oxidant have exceeded established standards in the past. Existing conditions, however, are not as severe as the more heavily polluted areas of the region (e.g., Livermore, San Jose), and evidence an improvement over past air quality conditions. The recent change by the U.S. EPA of the oxidant standard from .08 to .12 ppm supports the notion that oxidant may not pose a problem for Marin air quality in the future.

Water quality problems include periodic algal blooms in several locations and the discharge of raw sewage from houseboats in Richardson Bay. Shellfish harvesting is prohibited off the Marin County coast in San Pablo Bay due to high levels of bacterial and/or heavy metal concentrations.

II. ISSUES

Local governments and service agencies in this area are taking assertive measures to guide and manage urban growth. New development is directed to existing developed areas to foster a pattern of compact growth. This pattern avoids development in hazardous areas, limits the costs of extending services, and will likely foster the use of transit (especially as residential development densities increase).

The relative scarcity of employment opportunities and the cost of housing in this area does raise certain problems:

- 1) Compared to other counties there is little land available to support future economic-growth. While any significant increase of economic activities could have fiscal advantages, the availability of jobs which provide employment opportunities to the resident labor force would be necessary to eventually reduce out-commuting. Whether the type or magnitude of job growth would be sufficient to have this effect remains to be seen. As out-commuting increases, the capacities of transportation facilities (highways and transit) may be inadequate to serve future commuters. The expansion of job opportunities also offers the promise of reducing unemployment but, lacking the ability to afford housing in urbanized Marin, many new employees could be faced with regressive commuting costs as they commute into the area. Job growth in Marin may also offer opportunities to resident households seeking more than one source of income.
- 2) Future housing conditions and growth management policies should be viewed in relation to expanded economic activities. Housing costs, as affected by public policies and otherwise, may limit opportunities to diversify housing opportunities and achieve income balance as employment opportunities expand. Unless growth management efforts are geared to provide a diversity of housing opportunities--including housing for low and moderate income people--implementation could negate efforts to develop more balanced social and economic communities. Presently there

are indications that young families and the elderly have difficulty staying in Marin because of the rising cost of housing, transportation and other living expenses. Additionally, people seeking suburban housing but unable to afford housing in Marin appear to be migrating to Sonoma County where out-commuting has increased dramatically in recent years. Marin County recognizes that development policy in Marin County is affecting the housing market in South Sonoma County and Marin is just now opening communications with Sonoma County on this issue. Marin County is concerned with traffic congestion due to increased commuting from Sonoma and a proposed development just north of the Marin/Sonoma County line which will require the extension of water resources into an agricultural area to stimulate heavy industrial and residential development.

- 3) As indicated above, commuting patterns will likely change in response to increased economic activity and the changing demographic profile of the resident population. The need for new transportation facilities should be evaluated in terms of these trends in order to both maintain and increase the level of transit use and to realize related air quality benefits. Without additional funds, however, transit service in Marin County may decline. A local sales tax measure to support transit use is being prepared for the ballot in 1980.

Non-commute travel is also an issue for both residents and

non-residents who gain access to coastal recreational facilities by traveling through Urbanized Marin County. Meeting recreational travel demands, especially by transit, appears necessary in light of both policy and funding constraints for expanded highway capacity and to meet the needs of transit dependent populations both locally and regionwide. Transit dependent populations would benefit from access to shopping and public facilities, as well as recreation.

- 4) The determination of which North Bay airport site is designated as a regional commercial aviation facility would have a great impact on development options in Urbanized Marin County. Hamilton AFB is one of four potential sites for commercial aviation activity and its expansion may well attract airport related industry and spur its development as an

employment center. Marin County recently withdrew its application to acquire Hamilton as an airport facility. Both Novato and County now support mixed uses, primarily office, industrial, and commercial at Hamilton. Novato is opposed to general aviation use at Hamilton, but supports this use at Gness Field, northeast of the City. Since the Hamilton AFB area probably offers the greatest potential for industrial growth in the county, decisions about the future use of this facility should be viewed in the context of potential impacts throughout this planning area.

III. EXISTING REGIONAL POSITION

Executive Board actions have not addressed the issues noted above, hence there is no existing position statement for this planning area.

PART III
LOCAL GOVERNMENT SERVICES

PART III

LOCAL GOVERNMENT SERVICES

INTRODUCTION

In 1979-80, ABAG reorganized its staff and planning program to improve technical assistance to the region's cities and counties. This increased emphasis on assistance to local governments is focused primarily on problems cities and counties face in coping with the impacts of Propositions 13 and 4. Information and expert staff assistance once available in local government staffs has been greatly reduced by the shrinking budgets of ABAG's member jurisdictions. While ABAG's products and services are, in most instances, no match for an in-house staff capability, local assistance from the regional level benefits from economies of scale and can provide specialized skilled staff to many cities without unreasonable cost to any one jurisdiction.

Technical assistance is offered in the areas where ABAG is best qualified: data, state-of-the-art methods of improving the information required to make local planning and fiscal decisions, and serving as a clearinghouse for methods and projects to improve the management and delivery of city and county services.

DATA AND INFORMATION SERVICES

Up-to-date, reliable, consistent data is essential to well coordinated regional planning. ABAG's regional planning program can supply information to local governments on:

- o projections of population, employment, land use and housing
- o Federal grants information

through the Federal Assistance Programs Retrieval System (FAPRS)

- o 1980 Census Data
- o environmental quality and safety, the state of the region's economy, housing

ABAG has been designated as the Regional Data Center by the U.S. Bureau of the Census and the California Department of Finance.

Information available from ABAG can be used by cities and counties in planning for their communities. It can also help local elected officials be more aware of intergovernmental and regional impacts of their planning and fiscal decisions.

COST/REVENUE IMPACT SYSTEM (CRIS)

The CRIS Model is a nationally recognized fiscal impact system for local jurisdictions. The Model is a computer-based system designed to measure the costs and revenues associated with public decisions, especially land development decisions. It attempts to replicate public decisions regarding the provision of urban facilities and services and predict the capital and operating expenditures and revenues annually over a ten year period. It measures the public costs through a variety of procedural techniques commonly referred to as fiscal impact analysis. The Model estimates the demand for new municipal services, such as schools, streets, parks and sewers, and demands for increased service levels such as police, fire, recreation, and domestic water, as a result of new residential and

non-residential development. The CRIS Model can be an important tool for both the city planner and the city administrator. It was designed by ABAG and the City of Fairfield and has been implemented and applied by Fairfield and thirty other jurisdictions in California to date. The original purpose of CRIS was to measure the impact of growth in terms of dollars of cost and revenue to a city or special district. However, the Model is also capable of maintaining and providing valuable information on equipment inventories, capital facilities, capital improvement programming, and personnel requirements. In addition, the CRIS Model provides information concerning the relationship of costs and revenues for alternative development patterns and policy decisions. CRIS is being used in analyzing:

- o current or new revenues
- o major changes in operating or capital budgets
- o capital improvement programming
- o changes in levels of services provided
- o annexations
- o fiscal impact of individual land development proposals, including residential, commercial and industrial projects
- o fiscal impact of multiple land development proposals
- o growth scenarios
- o general plan updates or amendments

BAY AREA SPATIAL INFORMATION SYSTEM

BASIS, the Bay Area Spatial Information System, is a unique geographic data handling system which in the past two years has been applied successfully to such varied problems as siting solid waste disposal facilities, planning future

seaport locations, reducing the impacts of airport noise, and inventorying vacant industrial land. A major objective of BASIS is to develop a regional geographic data base that can be directly used in local, as well as regional, planning applications. It was developed to tie together the data development and map analysis capabilities that had previously been done by outside agencies using different computers and different resolutions.

BASIS is structured around an array of grid cells, each representing a land area of one hectare (100 meters square) in the UTM coordinate system. It requires over two million of these cells to cover the nine-county Bay Region. Each cell on the ground corresponds to one unit of computer storage; the unit contains data codes representing the characteristics of that cell. Data can be acquired either by reading a tape or by digitizing a map. BASIS is capable of using data based on other coordinated systems (such as longitude/latitude or LANDSAT reference points) by mathematically transforming these reference systems to a common UTM base.

Much of the power of BASIS lies in its ability to manipulate the basic data map files. A composite of many data sets can be produced through an overlay or modeling process, and can include distance searches or other calculations.

The system currently contains the following data sets for the region:

- Air Pollutants - Carbon Monoxide
- Air Pollutants - Nitrogen Dioxide
- Air Pollutants - Ozone
- Air Pollutants - Particulates
- Air Pollutants - Sulfur Dioxide
- Airport Noise Zones
- Airport Runways

Census Tracts (1970)
 City Spheres of Influence (1979)
 Coastside Planning Area (San Mateo County)
 County Boundaries
 Dam Failure Inundation Areas
 Earthquake Intensity, Maximum (1978)
 Earthquake Intensity, Maximum (1980)
 Earthquake Risk, Small Buildings, 100 yr (1978)
 Earthquake Risk, Small Buildings, 100 & 1000 yr (1978)
 Earthquake Risk, Wood Buildings, 100 yr (1978)
 Earthquake Risk, Wood Buildings, 100 & 1000 yr (1978)
 Elevation (Digital Terrain Tapes)
 Elevation (Digital Elevation Tapes)
 Fault Traces (1980)
 Flood Plains (FEMA-NFIP)
 Flood Plains (USGS)
 440 Transportation Zones
 Geologic Materials (1978)
 Geologic Materials (1980)
 Hydrography
 Industrial Sites
 Land Capability - Commercial
 Land Capability - Industrial
 Land Capability - Residential
 Land Use (San Mateo County)
 Landslide Susceptibility - Earthquake
 Landslide Susceptibility - Rainfall
 Landslides
 Liquefaction Potential - Classed (1980)
 Liquefaction Susceptibility (1980)
 Precipitation, Average Annual
 Slope Stability (1978)
 Soil Associations (1978)
 Solid Waste Collection Areas
 Solid Waste Landfill Areas
 Solid Waste Landfill Sites
 Tsunami Inundation Areas
 Vegetation (San Mateo County)
 Waste Water Districts
 Water Depths, Bay
 Well Yield, Probable
 Wind Speed

ABAG staff is working with local jurisdictions on a number of BASIS

applications that will be available to other jurisdiction in the future, for example:

- o with the cities of Petaluma and Pacifica to use BASIS to simplify and improve the process of preparing EIR/EIS documents, and
- o with Contra Costa County and San Francisco in the use of the solid waste files and associated analytic tools in planning waste processing and disposal sites and facilities

A program with the National Aeronautics and Space Administration will soon make available to local governments in the Bay Area the vast amount of land use planning information generated by NASA's LANDSAT satellite system.

EARTHQUAKE MAPPING AND EARTHQUAKE PREPAREDNESS

ABAG's concerns about earthquake safety grew out of three separate, but related, programs. ABAG served as a liaison with other regional planning agencies and with county and local governments in the San Francisco Bay Region Environment and Resources Planning Study. The study, begun in January 1970, was jointly sponsored by the U.S. Geological Survey and the Department of Housing and Urban Development. ABAG completed a report for this study in February 1976, Quantitative Land Capability Analysis - A Method of Applying Earth Science Information to Planning and Decision Making. The report describes the use of benefit-cost analysis in weighing the relative importance of selected earth science hazards, constraints and resources. The report was published as U.S.G.S. Professional Paper 945 in

1979.

During the same period, ABAG prepared a booklet entitled Hazards Evaluation for Disaster Preparedness Planning summarizing the results of a study on evaluating hazards sponsored by the Defense Civil Preparedness Agency of the Department of Defense, completed in August 1975. The project focused on developing a standard method for evaluating earthquakes and several other natural and man-made sources of disasters.

The findings of these reports, as well as other related information, were given to ABAG's member governments in February, 1976 at a General Assembly entitled "On Shaky Ground". ABAG's General Assembly indicated that a program to help prepare the region for coping with major earthquakes is extremely important. Such a program also has been supported by ABAG's Executive Board, Work Program and Coordination Committee and various other committees.

These desires led to the amendment of ABAG's Regional Plan to include several objectives dealing with improving seismic safety and a series of actions to accomplish these objectives focusing on:

- o incorporating seismic safety concerns into ABAG's plan and project review function
- o supporting or advocating legislation at the State and federal level
- o providing assistance to ABAG's member governments in improving their safety and seismic safety

programs

The service activities have led to several recent projects, including:

- o a survey of local regulations related to geologic and hydrologic hazards, constraints and resources
- o a survey of geotechnical study costs
- o a review of earthquake insurance issues
- o an extensive review of earthquake hazards and local government liability

The study of liability also resulted in ABAG's advocacy of State legislation that was passed by the legislature and signed by the Governor in 1979.

The earthquake mapping project provides technical support for the Earthquake Preparedness Program. It enables ABAG staff to conduct land capability type analyses not only for all nine Bay Area counties, but also at the fine resolution of one hectare (2-1/2 acres). This service is available to local governments responsible for the safe planning, construction and reconstruction of homes and businesses.

In cooperation with the Federal Emergency Management Agency and the California Office of Emergency Services, ABAG will be working to improve the disaster preparedness and disaster response capability of the Bay Area through a program of public information and coordination of city and county disaster response plans.

REGIONAL PLANNING PROCEDURES

REGIONAL PLANNING PROCEDURES

The way we plan is as important as what we plan for. That means finding answers to the following questions: How does ABAG identify issues? How are they analyzed? How do actions turn into regional policy? What are the real avenues for citizen participation? How are trade-offs made between two legitimate plan objectives? How is the Regional Plan amended? How are other agencies planning programs coordinated with ABAG's?

These are sometimes called "procedural questions." They are not the subjects of the planning decisions themselves, but they do address the rules that ABAG follows in order to make a decision. These are important because the way in which the public is involved, the way rules are changed, and the types of impacts that are investigated can all have a profound impact on the ultimate decisions that are made. That is why these procedures have been officially adopted by ABAG and are included in the plan. They are not simply guidelines to help professional planners in their day to day activities. They are patterns of

behavior that ABAG's officials agree to follow.

Attention to procedures is particularly important in this type of regional plan. The plan does not contain a single prescription for all regional problems, and the programs it does recommend are not achievable at any one time. Decision makers will be facing problems and looking for solutions that might not even be identifiable today. And yet decisions, when they are made, should be consistent with established policy. The procedures ABAG has adopted are the link between commitments made today, and actions that will be taken tomorrow.

ABAG's procedures are broken down into six sections. They are identified briefly below, and are explored in detail in the remainder of this chapter:

1. Plan Amendment
2. Assessment and Decision Making
3. Use of Projections
4. Plan and Project Review
5. Intergovernmental Coordination
6. Citizen Participation

1. ANNUAL REVIEW AND AMENDMENT OF THE REGIONAL PLAN

1. PROCEDURES FOR THE ANNUAL REVIEW AND AMENDMENT OF THE REGIONAL PLAN

These procedures describe the roles and the scheduling of activities of the Regional Planning Committee, the Executive Board and the General Assembly in the annual review and amendment of the following sections of Part II of the Regional Plan:

Regional Goals
Objectives and Policies
Regional Strategies

These procedures do not apply to revisions of subregional policy positions in the Subregional Planning section of the plan. Subregional policies are enacted, reviewed and updated by the Executive Board, according to schedules governing specific subregional planning studies or the A-95 review process.

I. PROCEDURES FOR ANNUAL REVIEW AND AMENDMENT OF THE REGIONAL PLAN

A. Regional Planning Committee

1. In accordance with Executive Board policy on committee operation, RPC shall, at the beginning of each amendment cycle, conduct a review of all portions of the Regional Plan and of all proposals for amendments received during the previous year's public comment process.
2. Based on this review, RPC shall prepare and recommend to the Executive Board a list of amendments to the Regional Plan to be undertaken in the coming year.
3. Upon Executive Board approval of this list, RPC shall give policy guidance to the preparation of

proposed amendments and associated environmental assessments required by Federal and State law.

4. RPC shall receive comments from local governments and the public on the draft amendments, revise and recommend draft amendments to the Executive Board.

B. Executive Board

1. The Executive Board shall approve a list of proposed amendments to be acted upon by the General Assembly at the beginning of the amendment cycle.
2. The Executive Board shall review the Initial Study forwarded by the RPC and determine whether a Negative Declaration or Draft Environmental Impact Report shall be prepared.
3. The Executive Board shall conduct a formal public hearing on behalf of the General Assembly on the proposed plan amendments and environmental documents and forward them with recommendations to the General Assembly.

C. General Assembly

1. The General Assembly shall receive the final draft plan amendments and environmental documents in advance of the meeting at which action will be taken, according to the requirements of the Bylaws.
2. After discussion and revision as deemed advisable, the General Assembly shall:

o make findings and certifications regarding the environmental effects of the proposed plan amendments, and

o approve the amendments for incorporation into the appropriate chapters of the Regional Plan.

D. Amendments to Regional Plan to Ensure Consistency Among Plan Components Jointly Adopted with Other Regional Agencies.

The following provisions for plan revisions shall apply in instances where ABAG has adopted portions of the plan of another regional agency as a component of the ABAG Regional Plan, Sections A, B and C, above, notwithstanding.

1. The Regional Planning Committee shall receive and review proposed revisions to the other agency's plan which will affect the ABAG Regional Plan prior to final action by that agency. The RPC shall prepare a report which identifies consequent revisions to the ABAG Regional Plan which would be implied by the proposed action. The report shall be communicated to the ABAG Executive Board as a draft recommendation for plan revision. A copy shall be directed to the governing body of the other regional agency for information prior to its final action.
2. Once the other regional agency has acted to revise its plan, the Regional Planning Committee shall review the action to determine the implications and consistency of the revisions with the ABAG Regional Plan and make recommendations to the ABAG Executive Board.

3. The ABAG Executive Board shall then hold a public meeting and act to approve or reject the proposed revisions to the ABAG Regional Plan which reflect changes in the other agency's plan within 60 days of receipt of recommendations from RPC.

E. Emergency Procedures

Emergency Procedures can be invoked by a two-thirds affirmative vote of the Executive Board to consider a proposed revision of the RP earlier than the annual review, under unusual circumstances such as the following:

1. In response to deadlines set by the funding agency.
2. In response to a natural, social, or environmental emergency.
3. If funding for a particular project, program, or facility deemed to be of urgent need to the implementation of the RP would be jeopardized by following the normal review and revision period.
4. If the work program proposed by the amendments and its implementation would be jeopardized by an undue time delay.

Once emergency procedures have been invoked, the RPC shall forthwith consider and recommend to the Executive Board action on the proposed revision. Provisions relating to public meetings, Executive Board adoption after presentation, and vote required to adopt shall follow procedures for annual revisions.

II. SCHEDULE FOR ANNUAL REVIEW AND AMENDMENT OF THE REGIONAL PLAN

<u>Steps</u>	<u>Staff</u>	<u>RPC</u>	<u>Executive Board</u>	<u>General Assembly</u>
1. Prepare list of plan amendment proposals received during preceding year.	APR/MAY			
Select, propose amendment list to Executive Board.		MAY		
Approve plan amendment list.			JUNE	
2. Prepare Initial Study; advise Responsible Agencies that CEQA determination will be made.	JUL/AUG			
Review Initial Study; make recommendations.		SEPT		
Make CEQA/NEPA determination, direct preparation of appropriate documents.			SEPT	
File Notice of Preparation.	SEPT			
3. Prepare impact assessment.	SEPT/NOV			
Consult with Responsible Agencies, notify when RPC will consider environmental document (CEQA). Identify, analyze, and quantify environmental, institutional/financial, economic, and social impacts of proposed amendments and proposed mitigation measures.	SEPT/NOV			

Steps

Review draft amendments/
environmental documents,
refine, forward to
Executive Board with
request to set date for
public hearing.

Set date for public
hearing.

File Notice of
Completion, publish
Notice of Availability
(CEQA).

4. Public Review and
Comment.

Receive public comments.

Prepare responses to
comments.

Hold public hearing, make
recommendations to
General Assembly.

5. Prepare final draft of
proposed amendments,
environmental documents,
and updated Subregional
Planning Chapter of
Regional Plan, mail to
General Assembly.

6. Make CEQA findings,
approve plan amendments,
review Subregional
Planning Chapter.

File Notice of
Determination (CEQA).

<u>Staff</u>	<u>RPC</u>	<u>Executive Board</u>	<u>General Assembly</u>
	NOV		
		NOV	
NOV			
	DEC/JAN		
DEC/FEB			
		JAN	
JAN/FEB			
			MAR
MAR			

2. IMPACT ASSESSMENT

2. ASSESSMENT AND DECISION MAKING

Informed planning decisions should lead to the greatest possible improvement in a particular problem area. At the same time, they should not have social, economic or environmental effects so unacceptable as to prevent implementation. The process of reaching such a decision is called impact assessment.

Impact assessment looks at the consequences of a particular action. It asks what will happen, if there are harmful effects, and if there are alternatives. The answers to these questions help decision makers act.

Assessment Comes of Age

Although the decision making process just described strikes most people as a logical way to make choices, it has not always been part of the planning process. In fact, it was not really until the milestone legislation that created the National Environmental and the California Environmental Quality Act, with their impact reporting requirements, that it became routine to look at proposals in terms of their impacts. Before that time, plans frequently contained fixed proposals and implementing actions, with little anticipation that problems might develop, that conditions might change over time, and that new actions would be required. In fact, in many plans a detailing of specific actions became the central planning concern rather than the process for selecting actions.

Assessment gained importance because planning had changed significantly in the past ten years. Two basic ideas led to interest in impact assessment:

1. Planning means looking at alternatives.

Planning began to look less at single comprehensive solutions, and emphasized instead alternative actions to meet different goals. The notion that planning could produce one ideal solution was replaced with the idea that many possible solutions were available, and that selection of one over another depended on impacts on a variety of concerns.

2. Planning means guiding decisions in the future.

Decisions are not made all at once. Indeed, we cannot even anticipate some of the problems of the future, let alone the solutions. But a plan is a framework for making incremental decisions based on certain pre-determined values of what is important. Impact assessment reminds decision makers that decisions are not made in a vacuum.

What Gets Assessed?

The purpose of assessment is not to stall decisions. It is to help make the right decision. That requires collecting information about impacts. But a problem here is that this can lead to an enormous amount of information, some of which can be irrelevant and misleading. The challenge of assessment is to limit the impact investigation to significant information.

One way to speed this process and avoid irrelevant questions is to determine ahead of time what major impacts a plan might possibly have. The checklist that follows later in this chapter attempts to present a

master list of impacts that should be useful for most possible plan actions.

Assessment and Evaluation

It has been noted that assessment requires gathering information about possible impacts. But how does that lead to actual political decisions? How do decision makers go from determining the magnitude of an individual problem to a conclusion that a given problem, regardless of its magnitude, is in fact a significant one? Here it is useful to introduce a special and distinct phase of assessment which is sometimes called "evaluation." The two are distinguished this way:

1. Assessment concentrates on developing information about the potential impacts of alternative plans;
2. Evaluation involves the use of that impact information by decision makers in judging, selecting and adopting the plans.

The main difference between these two is that the first is primarily a technical exercise, and can be directed through predetermined procedures such as these. Evaluation is a political choice, and can be made only by decision makers. Ultimate selection will of course depend on the values decision makers bring to their tasks. Collection of the assessment information as a public act will at least help make those decisions as informed as possible.

Planning and Assessment Become One and the Same

Impact assessment provides

information on the environmental, economic, social, institutional and financial effects of plans, programs and projects. Experience shows that developing an after-the-fact environmental impact statement or report often results in identifying impacts that jeopardize plan implementation or that require costly new planning or engineering. A more efficient and meaningful approach to plan development integrates assessment and planning. Such an approach allows the weighting of environmental, economic, and social benefits and costs of alternative solutions to different planning problems, such as environmental quality, housing or economic development. The result should be a decision that leads to the best possible impact on the greatest number of planning programs.

ASSESSMENT CHECKLIST

A checklist is provided below to guide the assessment process. The goal of the assessment process is to compile information on a full range of effects that might be associated with alternative plans and programs. Review of the assessment checklist below is the first step in realizing that goal. A second step in the process involves identifying potential impacts of particular implementing actions using the checklist factors in a matrix analysis. The third step involves developing a procedure to predict the nature and extent of the impact. This impact information is displayed in summary form for evaluation by decision makers.

The assessment checklist also serves as one part of a screening mechanism. The major categories and

sub-categories of the checklist can be related to different implementing actions in a matrix analysis. The matrix analysis shows cause-effect relationships, screens out the number of criteria affected by implementing actions, and directs the assessment of alternative plans.

ASSESSMENT CHECKLIST

I. ENVIRONMENTAL CRITERIA

A. Air Quality

1. Federal standards for air quality:

- o Total suspended particulates
- o Carbon monoxide
- o Photochemical oxidants
- o Hydrocarbons
- o Sulfur dioxide
- o Nitrogen dioxide

2. State standards for air quality:

- o Lead
- o Sulfate
- o Hydrogen sulfide
- o Ethylene
- o Visibility reducing particulates

3. Other air quality considerations:

- o Ozone depletion
- o Odor

B. Surface and Ground Water Quality and Quantity

1. Water Quality Objectives have been set forth in the Basin Plan (Water Quality Control Plan, San Francisco Bay Basin) to protect the beneficial uses of surface

and ground waters. These objectives have been accepted by State and Federal agencies. The assessment process involves the estimation of the effects of alternative environmental management strategies with respect to these water quality objectives and other policies.

2. Effect on beneficial uses:

- o Municipal and domestic supply
- o Agricultural supply
- o Industrial process supply
- o Industrial service supply
- o Groundwater recharge
- o Freshwater replenishment
- o Navigation
- o Hydropower generation
- o Water contact recreation
- o Non-contact water recreation
- o Ocean commercial and sport fishing
- o Warm freshwater habitat
- o Cold freshwater habitat
- o Preservation of areas of special biological significance
- o Saline water habitat
- o Wildlife habitat
- o Preservation of rare and endangered species
- o Marine habitat
- o Fish migration
- o Fish spawning
- o Shellfish harvesting

3. Estimates of mass emission rates of pollutants:

- o Organic material
- o Nutrients
- o Sediments and other suspended solids
- o Disease causing organisms
- o Floating material
- o Heat
- o Radioactivity
- o Heavy metals and other

toxicants
o Chemical constituents

4. Effect on surface and ground water quantity:

- o Impact on surface water supplies and requirements for water importation
- o Impact on groundwater table
 - Changes in safe yield
 - Subsidence

C. Physical Resources

1. Effect on flora and fauna:

- o Impacts on desirable, unusual, rare, or endangered species
- o Impact on plant species which provide cover and food for important wildlife species
- o Effects upon noxious species of plants or animals

2. Effect on the supply of critical land-related resources:

- o Impact on prime or unique agricultural lands
- o Impact on other agricultural lands
- o Impact on mines, quarries, and mineral-bearing lands
- o Impact on timber-producing and other forested lands
- o Impact on salt ponds
- o Impact on geothermal sites
- o Impact on wet lands, marshes, coastal zones, and estuaries
- o Impact on wildlife habitat
- o Impact on hilly land, fragile land, or land subject to erosion

3. Effect on land sites with special development characteristics:

- o Effects upon lands uniquely suited for seaport, airport,

marina, energy, or hazardous waste disposal site development

4. Effect on recreation use or potential:

- o Impacts on actual or potential recreation sites (e.g., parks, beaches, stadia, etc.)
- o Impact on recreation use

5. Effect on solid waste:

- o Impact on solid waste volume
- o Impact on resource recovery
- o Impact on hazardous materials

D. Energy

1. Effect on energy consumption/demand:

- o Impact on natural gas consumption
- o Impact on electricity consumption
- o Impact on petroleum consumption
- o Impact on coal or other non-renewable energy resource consumption

2. Effect on energy conservation/supply:

- o Impact on efficiency in the use of energy
- o Impact on energy use
 - Peak energy use
 - Off-peak energy use
- o Impact on resource recovery and recycling
- o Impact on energy production as a by-product of residuals management
- o Impact on solar energy production

E. Amenities

1. Effect on visual amenities:

- o Preservation of scenic areas, the natural state of the environment, and open space
 - o Height and bulk of structures required for or affected by the plan
 - o Visibility impact of clean air
 - o Appearance of urban landscape
2. Effect on historic and cultural resources:
- o Impact on historic landmarks, monuments, districts, archaeological sites, and other areas of historic or cultural significance
 - o Impact on sites with special water-related historical significance.
3. Effect on noise:
- o Impact and location of transportation noise
 - o Impact and location of construction noise
 - o Special noise problems due to pollution reduction activity (e.g., trash collection, street sweeping)
4. Effect on odor:
- o Impact on type, strength, location and duration of odors

II. INSTITUTIONAL AND FINANCIAL CRITERIA

A. Financial

1. Direct cost of implementation:
- o Capital and replacement costs
 - o Operating/maintenance costs
 - o Administrative costs
 - o Costs of regulation, inspection, and enforcement

2. Fiscal effects on local government (assuming constant levels of State or Federal assistance)
- o Impact on general obligation, revenue or special assessment bonds and bonding capacity
 - o Impact on property tax base
 - o Impact on property tax rate
 - o Impact on sales and other taxes
 - o Impact on fees, licenses, and other user charges
 - o Impact on connection and stand-by charges
 - o Impact on Federal and State grant subvention funding dependence and eligibility
 - o Impact on interest earnings and cash revenues

B. Institutional

1. Impact on the provision of public services:
- o Type, level, and displacement of public service (e.g., police, fire, sewerage, etc).
2. Effect on public agencies:
- o Impact on intergovernmental responsibility and coordination
3. Implementability:
- o Public acceptability
 - o Organizational and political feasibility
 - o Legal capability
 - o Impact on existing plans, regulations, and policies
 - o Complexity or simplicity of control measures and their implementation
4. Flexibility
- o Reversibility of decision

III. ECONOMIC CRITERIA

A. Production of Goods and Services

1. Effect on industrial, commercial, agricultural, and service activity by categories (e.g., manufacturing, construction, transportation, etc.);
2. Effect on employment, unemployment, and underemployment:
 - o Impact on job creation and elimination by categories (e.g., professional, technical, crafts, etc.)

B. Income and Investment

1. Effect on wages and salaries;
2. Effect on rents;
3. Effect on capital investment for new and replacement facilities or equipment:
 - o Effect on profits

C. Consumer Expenditures

1. Effect on the prices of goods and services;
2. Effect on consumption of goods and services.

IV. SOCIAL CRITERIA

A. Housing Supply

1. Effect on existing housing stock:
 - o Impact on the removal of housing by demolition or

- conversion
- o Impact on housing quality
- o Impact on the cost of housing and rent
- o Impact on the cost of housing rehabilitation and maintenance

2. Effect on new housing stock:

- o Impact on the cost of new housing
 - Cost of land
 - Cost of site preparation
 - Cost of construction
- o Impact on supply of new housing
 - Quantity of new units produced
 - Proximity to employment opportunities

B. Physical Mobility

1. Impact on public transportation:

- o Cost
- o Time
- o Convenience
- o Purpose of trip

2. Impact on private transportation

- o Cost
- o Time
- o Convenience
- o Purpose of trip

C. Health and Safety

1. Effect on site hazards:

- o Impact on seismic safety and risk
- o Impact on flood plain safety, flood risk, and potential inundation from dam failure or tsunamis
- o Impact on hillside stability and landslide risk

- o Impact on liquefaction potential and ground failure
- 2. Effect on transportation conflicts;
- 3. Effect on public health.
- D. Sense of Community
 - 1. Effect on demographic and social characteristics of community;
 - 2. Effect on community stability.
- E. Equity
 - 1. Impact on individual opportunity and lifestyle;
 - 2. Impact on special population

groups:

- o Aged
- o Youth
- o Ethnic Minorities
- o Women
- o Low-income
- o Handicapped people
- o Individuals with special employment problems

F. Urban Patterns

- 1. Location of development;
- 2. Density of development;
- 3. Type of development;
- 4. Timing of development.

3. GUIDELINES FOR USE OF PROJECTIONS

3. GUIDELINES FOR THE USE OF PROJECTIONS

I. INTRODUCTION

The Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) maintain ongoing technical programs to project population, housing, employment and land uses in the Bay Area. The major purpose of these guidelines is to acquaint current and potential users of the projections with the procedures established by ABAG to facilitate their use. The guidelines explain the use of projections in regional planning programs, how new information and updating is handled, where to go for more detailed information or to get questions answered, and how coordination is handled between local, state and federal agencies. They also recognize the need for flexibility to change projections as current trends, attitudes, and conditions change.

These guidelines are not intended to provide all the necessary information about the projections to the user. Other reports and materials need to be referenced. Users are also strongly encouraged to consult with ABAG and appropriate local agencies before applying the projections, particularly for grant applications.

II. THE ROLE OF PROJECTIONS IN REGIONAL PLANNING PROGRAMS

The Projection Process

Projections are prepared in consultation with local jurisdictions and service providers. Applicable regional, state and federal agencies, plans and programs also receive consideration. Staff interpretations

of this information are presented to a regionwide Projections Technical Advisory Committee composed of planners and technicians from local jurisdictions and special districts, regional and State agencies, private organizations and special interest groups.

Alternate assumptions about future conditions are then examined and aid in the process of developing projections. These projections then undergo rigorous public review and scrutiny by cities, counties, other local jurisdictions and private organizations. The responsibility for review, ultimate recommendations for their use and the overseeing of their consistent application falls to ABAG's Regional Planning Committee, Executive Board and General Assembly.

Projections are presented through the year 2000 for each five year interval from 1975 for the nine county region and at subregional levels. Current efforts are summarized in the report **PROJECTIONS 79**. Different subarea presentations of the same regional projections may be chosen depending on specific applications.

It has been ABAG's practice to present projections in a range to reflect differing assumptions about the future. This will continue as an important aspect of the projections program. However, ABAG's policy committees recommend a specific projection series for planning and grant allocation purposes and to achieve consistency across all regional planning programs.

Use of the Projections

The latest projections, as documented in **PROJECTIONS 79**, constitute a comprehensive set of regional growth

estimates for use in all ABAG regional planning programs. The projections are also recommended for use in other multi-jurisdiction planning programs and projects. This is consistent with the California Office of Planning and Research (OPR) policy that State projects be based on OPR approved regional agency projections.

PROJECTIONS 79 includes population projections for the region and counties and other subregional areas, including sewerage units. In response to a request from the State Water Resources Control Board, the sewerage unit projections will serve as the basis for Clean Water Grant Allocations. ABAG General Assembly Resolution 4-79 recommends projections for the region, counties and sewerage units, subject to the limitations and procedures presented in these guidelines. At the present time, projections presented for other levels of geography are for informational purposes only.

Policy Implications

Before using the projections, the user should be aware of their underlying assumptions and limitations. For example, while it should be understood that projections have policy implications, ABAG does not consider projections to be, in and of themselves, policy. They are used in the development of ABAG's Environmental Management Plan and other elements of the Comprehensive Regional Plan and must be used in conjunction with those plans and policies.

The subregional projections, necessary for state and federal purposes, account for the land development and service policies of local jurisdictions regionwide. However, they may not adequately

represent the policy of any given local jurisdiction even though they were developed in cooperation with a Projections Technical Advisory Committee. Also, as regional projections are used at a progressively smaller and smaller subregional geographic scale, they become less reliable representations of localized conditions, and may need to be supplemented with new information. In summary, ABAG accepts the responsibility to update the projections in a timely manner where the number may misrepresent current or future conditions.

III. GUIDELINES FOR THE USE OF ABAG'S PROJECTIONS

As mentioned earlier, these guidelines are intended to provide users with a general overview of the projections, procedures for their application and how to learn more about them. They are organized into the following sections:

- A. Users of the projections
- B. General assumptions
- C. Limitations in their use
- D. Incorporating new information which affects the projections
- E. Learning more about the projections.

A. Users of the Projections

There are many public and private organizations and agencies that use ABAG's projections. The following list of public agencies is intended to be illustrative of the major users:

REGIONAL AND LOCAL USERS

The Association of Bay Area

Governments (ABAG): uses projections in environmental management planning, including air and water quality and solid waste planning; regional housing elements; project reviews; joint land use and transportation studies; and other applications appropriate to comprehensive regional planning.

Metropolitan Transportation Commission (MTC): uses projections in regional transportation planning, joint land use and transportation studies, and specific route analyses.

Other Regional Agencies: The Air Quality Management District, the Regional Water Quality Control Board and other regional agencies may use the projections in their respective programs from time to time.

Local jurisdictions and special districts: some use regional projections directly in their planning programs or as a source of comparative information.

STATE USERS

California Office of Planning and Research (OPR): included as part of their Urban Strategy for California (1978) a requirement that State projects be based on OPR approved regional agency projections. This should be emphasized because it guides other State agencies in the appropriate use of regional projections.

California State Water Resources Control Board (SWRCB): has adopted a regulation [§2133(c)] that the allocation of grant monies under California's Clean Water Grant Program for the improvement and expansion of sewerage treatment plant facilities be based on OPR approved regional agency projections.

California Department of Water Resources (DWR): uses regional projections in water supply planning.

Other State Agencies: The California Department of Transportation, the California Air Resources Board, and other state agencies may use the regional projections in their respective programs from time to time.

FEDERAL AGENCIES

Federal Agencies: The Environmental Protection Agency, the Department of Housing and Urban Development, and the Department of Transportation are examples of users at the Federal level.

B. General Assumptions that Underlie the Projections

This section presents a general overview of the projection assumptions. If more detailed information is required please consult ABAG staff, the **PROJECTIONS 79** report and other materials available through the ABAG Public Affairs Department. The following four points summarize the major assumptions:

1. At the regional level, plausible assumptions are made regarding national and regional demographic and economic trends.
2. Transportation assumptions about future highway and transit facilities are based on the Metropolitan Transportation Commission's Regional Transportation Plan.
3. At the subregional level, the projections assume the 1976 local policies of cities,

counties, and special districts regionwide and later updates as interpreted by ABAG and local staffs in the ABAG Local Development Policy Survey. However, they should not be assumed as the policy of any given local jurisdiction. Users should note that changes in policy, or their interpretation, will be accommodated as new information becomes available (see §III.D).

4. Rather than being a summation of local area figures, the ABAG projections reflect the interplay of economic and population growth among local jurisdictions regionwide. Regional control totals, based on a consistent set of assumptions, are maintained in the process of developing subarea projections.

C. Limitations in the Use of ABAG's Projections

All projections are based on assumptions about the future which contain different degrees of uncertainty. Economic and demographic trends and land use and transportation policies can change which may alter our expectations of the future. This does not mean that projections should not be used, but rather they should be used with caution. Limitations in their use should be understood and new information should be incorporated when appropriate. ABAG should be consulted regarding new information, policy changes and the methods used in the application of the projections. The general limitations that should be recognized by all users of ABAG's projections are listed below.

1. Projections are not considered policy in and of themselves. While they have policy implications, they alone should not be interpreted as a recommendation for a particular level or distribution of urban and regional development. They must be applied in conjunction with regional plans and policies.
2. It is ABAG's practice to present projections in a range to reflect alternative sets of plausible assumptions regarding the future. Such alternative projections are intended to provide information concerning a range of future conditions that are likely to result from current policies and anticipated future regional problems, needs and issues, and to formulate regional policies.
3. While it is ABAG's practice to develop and publish alternative projections, ABAG policy committees may recommend from time to time a specific set of projections for use to achieve consistency across regional planning programs. However, even those projections are subject to modification as new information and policy changes are incorporated. ABAG staff should be consulted regarding the status of the respective projections.
4. As the projections are extended further into the future, the possibility of divergence from known trends and current policies becomes greater.
5. As the projections are applied at a smaller and smaller geographic scale, they become

less reliable representations of localized conditions. It is recognized that the regional projection process is inadequate for detailed growth determinations at the local level; these figures should not be totally substituted for those developed and utilized by local governments. ABAG and city or county planning departments should be consulted about localized conditions which may affect the projections for sub-county areas.

6. ABAG's projections are presented for different levels of geography such as the region, counties, sewerage units, subregional study areas and transportation analysis zones. The user should be aware of the appropriate geography to use in specific applications.
7. As significant changes in trends or policies occur, the projections will be updated. Individual users of the projections can benefit themselves and other users by informing ABAG of significant new information arising from their own review or application of the projections.
8. It is recognized that other levels of government -- State and Federal -- have policies regarding the use of projections and that their respective policies may change over time. ABAG cooperates with State and Federal agencies to apply consistent projections for all relevant regional planning programs subject to the conditions and limitations set forth in these guidelines.

D. Incorporating New Information Which Affects the Projections

The preparation of projections is an ongoing process although the results are published at only certain points in time. Thus, the printed documents may rapidly become dated. Changes or corrections to the data base and projections must be incorporated whenever they are needed. ABAG will publish a major report at least annually with modifications reported when developed. The following procedure, which maintains case by case flexibility within a regional framework, is applicable:

1. Role of ABAG Policy Committees:

The ABAG Regional Planning Committee and Executive Board oversee development and use of the projections in all regional planning programs on a regular basis. This role includes the consideration of new information arising from users of the projections.

The policy committees consider such new information on a regular basis to determine:

- o whether the information is of significance to the specialized application of the projections in a limited subregional area only;
- o whether the information may have immediate significance for other uses of the projections in a limited subregional area;
- o whether the information has regionwide significance and is appropriate to the next

regular regionwide update of the projections.

2. Regionwide Consistency:

To maintain consistency across all regional planning programs and projects, the total regional range of projections will be maintained until the next regular regionwide update.

3. Subregional Applications:

The current projections will be used at the subregional level in regional planning programs. It is recognized that with smaller geographic levels of application more specialized local information may be needed to supplement the projections and the assumptions behind them. When new or additional information is available regarding the projections and assumptions, ABAG will consult with appropriate agencies and make the necessary modifications under the guidance of ABAG's policy committees.

4. Dissemination of New Information to Users of the Projections:

ABAG will document new information as it becomes available for users of the projections. The projections shall be reviewed at least once a year to assess the need for a regionwide update. The results of that review and update will be published. Updating of the projections will be scheduled consistent with ABAG's annual Regional Plan amendment process.

E. Learning More About the Projections

These guidelines are not intended to provide all the necessary information about the projections to the users. Other reports and materials need to be referenced. Questions about projections and procedures can be addressed to ABAG staff or policy committees. Also, we appreciate new information on policy changes brought to our attention.

All users of the projections are urged to consult with ABAG staff in their application of the projections. Such ABAG assistance will have two primary objectives:

1. Determine that the user's technical methods in applying the projections are consistent with the assumptions underlying the projections and with other applications within the region.
2. Make the user aware of new information affecting the projections.

In addition to consulting with ABAG staff, users may wish to contact members of the Projections Technical Advisory Committee. A roster of members is available through ABAG's Public Affairs Department.

Projection reports, technical memoranda, and other reference materials may also be obtained through ABAG's Public Affairs Department. An annotated list is available upon request.

4. PLAN AND PROJECT REVIEW

4. PLAN AND PROJECT REVIEW PROCEDURES.

INTRODUCTION

Since ABAG reviews are advisory, actions which ABAG recommends as necessary for the implementation of its Regional Plan and policies depend upon subsequent action by Federal, State, regional and local agencies empowered to approve grants, issue permits, and exercise the powers of general purpose units of government (e.g., zoning, subdivision approval).

The recommendations which ABAG makes to these agencies are arrived at through its review of regionally significant plans, programs, or projects carried out by other agencies. The statements of Regional Issues/Opportunities for the fourteen subregional planning areas in Part II serve as statements of regional significance which are used by ABAG's plan and project review staff. These statements discuss how the various regional policy concerns (e.g., housing, transportation, environmental quality) relate to each planning area and where measures to implement one policy may potentially conflict with efforts to implement other policies. As a project or plan received by the clearinghouse is seen to affect the resolution of regional issues, it is deemed to be of regional significance. This decision is based on substantive review of documentation submitted with the project or plan and technical material available in-house. Whether or not a review is actually undertaken is based on an assessment of the importance of the issues and the availability of staff resources. Review commentary is normally provided only for those projects and plans where the relationship to regional policies is overt and where staff decides the need to respond is

pressing.

The determination of regional significance occurs in all reviews. After this determination, review procedures vary significantly as described below. This variance can be explained as a function of procedures and deadlines imposed externally through administrative guidelines and regulations (e.g., OMB Circular A-95, CEQA guidelines issued by the State Resources Agency). The remaining part of this section describes procedures relating to the five major types of reviews.

1. A-95 Reviews - These procedures apply to the majority of reviews and procedures and will be explained in-depth on the following pages.
2. (Non-A-95) Projects of Regional Significance - These procedures were adopted in January, 1975 by the ABAG Executive Board. Reviews occur infrequently since their use is limited to projects and plans where ABAG involvement is deemed essential by ABAG policy makers.
3. DEIR Reviews* - Draft Environmental Impact Reviews are reviewed in two ways. First, as informational documents relating to A-95 applications, plans or projects of regional significance (Non-A-95). Secondly, ABAG staff reviews DEIRs for projects which are not subject to other review

*Pursuant to the California Environmental Quality Act (CEQA), local, regional and State agencies are obligated to prepare and certify EIRs for a broad range of projects and plans which may affect the environment.

procedures. These reviews assess the adequacy of EIRs in discussing issues of regional significance. As staff comments, these reviews do not express an official ABAG position or policy unless ABAG's Executive Board has established a specific position on the project/plan in question. They are valuable for other reasons as described subsequently.

4. DEIS Reviews - Like DEIR reviews, substantive comments assess the adequacy of the Draft Environmental Impact Statements in discussing impacts of regional significance. DEISs accompany A-95 applications.**
5. Plan Reviews - ABAG reviews state plans and the plans of other regional agencies pursuant to the A-95 review process. Local plans and local plan DEIRs can also be reviewed.

I. A-95 Review Procedures

A-95 refers to Circular A-95 issued by the President's Office of Management and Budget (OMB). The Circular implements legislation directing the President to "establish rules and regulations governing the formulation, evaluation and review of Federal programs and projects having a significant impact on area and community development." In addition, the Circular is designed to assist the implementation of the National Environmental Policy Act of 1969 and the Civil Rights Act of 1964.

**DEISs are prepared by Federal agencies for projects which they approve or fund, pursuant to the National Environmental Protection Act (NEPA).

The Circular acts as a guide to Federal agencies. Its procedures and requirements are intended to ensure that federal activities--whether through grants or through actions directly undertaken by federal agencies--are coordinated with the development objectives of other levels of government. Owing to the importance the Circular places on inter-governmental cooperation and the number and complexity of federal programs, OMB has assigned the administration of the Circular's procedures to State and areawide "clearinghouses." ABAG has been designated by OMB as the areawide clearinghouse for the nine-county Bay Area.

A. Structure of the Circular

There are four parts to A-95:

Part I, the "Project Notification and Review System" (PNRS), has received the most attention and is the origin of much clearinghouse activity. It provides for State, regional, local agency, and subscribing interest groups (environmental, legal aid, etc.) review of applications for federal grants. The ABAG procedures which follow carry out the requirements of this part of the Circular.

Part II addresses actions directly undertaken by Federal agencies. It requires Federal agencies to consult with State and local agencies affected by such actions.

Part III, "State Plans," provides for the Governor's review of State plans required under certain Federal formula grant programs.

Part IV is directed to the coordination of planning in multijurisdictional areas. Its requirements for memoranda of

agreement are intended to eliminate overlaps, duplication, and competition in areawide planning activities assisted or required under Federal programs.

B. The Project Notification and Review System (PNRS)

The PNRS system applies exclusively to applications for Federal grants (Part I), and the procedures which the system establishes for consultation and review apply during the period the application is developed; that is, before it is formally submitted to the Federal funding agency.

Although it is limited to Federal funding activities, PNRS applies to a wide and diverse range of projects and proposals undertaken by governmental agencies in the region. Projects funded under PNRS serve many purposes: buying land for parks and open space, constructing sewage treatment plants or court buildings, establishing drug abuse programs or purchasing buses. The following chart exemplifies the increased volume of A-95 reviews which ABAG processed in the past few years:

<u>Calendar Year</u>	<u>Total Projects</u>	<u>Federal Funds Requested</u>
1977	1517	\$ 1162 M
1978	1322	\$ 1155 M
1979	1305	\$ 1892 M

Many different Federal agencies are responsible for making these funding decisions and they tend to make them according to their own objectives, regulations, and guidelines without knowing whether the decisions duplicate or conflict with the decisions of other Federal agencies, and often without knowing how the project contributes to the overall development of the communities

affected.

The Project Notification and Review System is intended to help minimize these difficulties. Under the system, all applications, or at least summaries of them, pass through one central point of coordination--the Clearinghouse--before they are forwarded to the various Federal agencies which administer grant programs. Given this advance notice, it is the Clearinghouse's responsibility to alert local agencies and organizations that a proposal which may affect their interests will be under consideration for Federal support. If these affected agencies find they have difficulty with the proposal, it is the second responsibility of the Clearinghouse to ensure that these agencies have an opportunity to consult with the applicant, and present their views to the Federal funding agency, before it makes its funding decision.

Because the Clearinghouse, with its comprehensive regional planning responsibilities, is the central point of coordination and is provided with an overview of applications for Federal funds, it is also given the opportunity under PNRS for review.

One of the obvious purposes of such review lies in alerting a particular Federal agency that a decision to fund a project may duplicate or conflict with funding decisions of another Federal agency. Further, in that the Clearinghouse function is specifically authorized for areawide planning organizations, like ABAG, the Clearinghouse also advises Federal agencies whether or not the project will contribute to development objectives for the region.

C. Overview of the PNRS System

Seen in total, the Federal grant-in-aid system is very complex. There are nearly one thousand different programs, and their requirements usually all vary from one another. As a consequence, applications develop over different time periods; some can be prepared and submitted in a matter of months, others can take a year or more. The PNRS procedures are designed to be adaptive to these differences; they do not impose a particular schedule on an applicant other than that notification to the clearinghouse should occur prior to submittal to funding agency. As will be made evident below, the time period which may be set aside for A-95 review is extremely short, particularly if the applicant follows the procedures carefully.

PNRS is a two-stage process. The first stage is known as the notification period; stage two is review of the completed application. All proposals are reviewed by the Executive Board; not all are commented upon.

Stage 1 - Notification Period

1. When an applicant-to-be decides to seek Federal assistance for a project, the applicant sends a Notice of Intent (NOI) to the State and the areawide Clearinghouse (ABAG). The "early warning" provides the Clearinghouse with a summary description of the proposed project. Using the notice-of-intent form, clearinghouses then alert agencies which may be affected by the project, advising them of their opportunity to comment.
2. Within 30 days of receiving notice (during which the

applicant proceeds with development of the application) the clearinghouse must indicate to the applicant whether or not there are any issues raised by the proposal. If there are, the clearinghouse makes arrangements for negotiating their resolution. If there are no issues, the clearinghouse "signs off," completing the A-95 process. The applicant is then free to submit the application to the Federal funding agency whenever the proposal is ready.

Stage 2 - Review

If issues and problems identified by the Clearinghouse have not been resolved, the Clearinghouse may have an additional 30 days to review the completed application. This second thirty-day period is taken after the application is completed and before it is submitted to the Federal funding agency. It is important to recognize (because it has been a common source of misunderstanding) that, given the length of time needed to prepare most Federal applications, this second thirty-day period does not usually follow right after the thirty-day notification period.* The Clearinghouse has a 60-day review period in those instances when an applicant fails to file a NOI, or submits a completed application before the NOI.

On the completion of review, the Clearinghouse supplies its comments (and those of affected agencies and

*The two thirty-day review periods apply to all A-95 reviews except (i) Housing/Community Development Block Grant Entitlement and Small Cities applications and (ii) certain other programs for which OMB has granted a procedural variation.

citizen groups, if any) to the applicant. The applicant must consider and forward these comments to the Federal agency as part of the application.

Appendix A contains the ABAG Project Notification and Review Procedures.

II. Non-A-95 Projects of Regional Significance

The review procedures as adopted by Executive Board are included in Appendix B. In summary, a hearing panel of RPC members first takes testimony in a public meeting as to whether or not to undertake a full review and this recommendation is acted on by both RPC and then Executive Board. If the project is deemed significant by Executive Board, staff undertakes a full review. The review is presented to RPC which holds a public meeting to determine whether or not the project conflicts with regional policy. RPC either accepts, modifies, or changes the staff recommendation which is forwarded to Executive Board for final action.

In contrast to A-95 reviews which always occur late in the development process (after plan amendments are adopted, property rezoned, etc.), this review process allows ABAG to review projects whenever this review procedure is initiated.

III. DEIR/DEIS Reviews

DEIRs/DEISs are reviewed from two perspectives: (i) as a technical/informational resource when submitted in conjunction with grant applications pursuant to A-95, and (ii) ABAG reviews DEIRs for regionally significant projects and plans which are not subject to A-95.

In the latter case ABAG staff comments on DEIRs are submitted to local governments in the form of staff-to-staff letters, signed by the Planning Director.

In the review of DEIRs, apart from A-95, staff assesses the adequacy of the documents in addressing impacts of regional significance. Although the focus is adequacy, EIRs are reviewed only when the project is perceived to affect regional policy concerns. EIRs are not reviewed as an academic exercise simply to evaluate the quality of DEIRs.

In generating DEIR comments, ABAG's comments are treated the same as comments from other interested agencies. The lead agency, which prepares the EIR, is obligated to include a response to the questions and issues raised as part of the final EIR.

The timing for DEIR reviews varies since local agencies have the discretion to establish their own timetables for review. Generally, review periods vary from 30 to 45 days. When DEIRs are circulated to ABAG staff by the Clearinghouse, the informational sheet filled out by the Clearinghouse includes the date when DEIR comments are due.

IV. Plan Reviews

General Plans are the backdrop for subsequent reviews (annexations, zoning changes, subdivision applications, etc.) by the lead agency and other agencies. Considerable time and resources of local staff, elected officials and private interests are expended developing and securing adoption of general plans. The legal status of general plans has gained increased importance, e.g., local zoning must

be consistent with general plans; amendments are permitted only three times each year. In light of the considerable citizen participation that has become a corollary to general plan adoption, ABAG commentary on general plans is often viewed as more opportune and less obstructionist than commentary on projects (through A-95) which would implement committed plans. From ABAG's standpoint, substantive plan review makes easier the later job--project reviews (A-95, EIRs and EISs).

Due to limited resources, ABAG has not reviewed all local general plans and plan elements.

The growth management aspect of plan review focuses on the 5 questions of growth. It is understood that growth includes residential, commercial, and industrial uses as well as an evaluation of the public services necessary to support the growth. The five questions are as follows:

- 1) How much growth is proposed (amount)?
- 2) Where (location)?
- 3) When and at what rate will it occur (timing)?
- 4) What type of growth will occur (type)?
- 5) Who will benefit from growth (beneficiary)?

ABAG's REVIEW PROCESS

All ABAG reviews, including A-95, are conducted by an interdisciplinary plan and project review team. Each team member has knowledge of a specialized program or functional area, e.g., air quality, water quality, housing, economic development, transportation, affirmative action, public affairs, etc. The team meets weekly to determine whether a project is

regionally significant and warrants review commentary. If so, a lead is assigned responsibility to prepare substantive comments. In so doing the lead must coordinate and synthesize comments on the projects from staff with different expertise. The lead is also required to work with staff involved in technical and analytical support programs in order to fill the data needs for the review in question. Examples of the kinds of in-house technical assistance that might be required in a review include:

- o census tabulations
- o analytical "runs" of the ABAG modelling system
- o statistical analyses
- o library services
- o cartographic support
- o miscellaneous analysis, e.g., of the assumptions underlying population and employment projections.

Review commentary is based on adopted ABAG policies, regional and subregional planning strategies and review criteria derived from them. The lead endeavors to identify measures to mitigate the adverse impacts of the project on regional policies and will work with the project applicant, as appropriate, to resolve conflicts.

Each month, staff reports and recommendations are evaluated and acted upon by the Executive Board, or by the Work Program and Coordination Committee in months when the Executive Board does not meet.

ABAG does not prepare substantive comments for the vast majority of grant requests received by ABAG as areawide clearinghouse (A-95). This is due to the sheer magnitude of grant requests received (in 1978 over 1,300 projects representing nearly \$1,900,000 in public spending

requests). For these projects ABAG must still conduct its Project Notification and Review System function under A-95. By means of a

biweekly newsletter ABAG notifies affected local governments, agencies and certain interest groups of grant proposals received.

APPENDIX A

ABAG PROJECT NOTIFICATION AND REVIEW PROCEDURES

1. NOTIFICATION

Step 1. A potential applicant wanting Federal assistance should contact the Federal agency to check on eligibility and the availability of funds.

Step 2. The potential applicant decides to proceed with the development of an application. As soon as this decision is made, the applicant should notify both ABAG, as areawide Clearinghouse, and the Office of Planning and Research, as State Clearinghouse, employing standard form 424.

Step 3. The thirty-day period for notification starts when the Clearinghouse receives SF424 from the applicant. In California, SF424 is also used as the cover sheet for Federal applications. Federal officials will not accept the application unless SF424 bears certified evidence of referral to both State and Areawide Clearinghouses.

Who notifies whom:

The State Clearinghouse notifies State agencies that might have programs affected by the proposed project. These include State agencies responsible for enforcing civil rights laws. ABAG notifies local and regional governmental agencies and certain public interest groups that might be affected by the proposed project, also where appropriate, local and regional environmental agencies and public agencies that implement and enforce civil rights laws.

Step 4. Affected agencies notified by the Clearinghouse, if they are

interested in commenting, must alert the Clearinghouse of their interest before the expiration of the 30-day notification period. This is because of the Clearinghouse's obligations to the potential applicant, described in the next step.

It is important to note that affected agencies do not have to provide their comments in this period. What they must do, however, is alert the Clearinghouse of their interest.

Step 5. Completes the notification period. At the end of this 30-day period the Clearinghouse must advise the applicant:

- 5.1 whether there are questions concerning the application raised by affected agencies which require further consultation.
- 5.2 whether the Clearinghouse staff itself wishes to review the application.

If neither 5.1 nor 5.2 apply, the Clearinghouse official will sign off on Form SF424, after ABAG policy board actions. The applicant is then free to submit the application to the Federal funding agency whenever it is ready.

2. REVIEW

Step 6. If 5.1 applies, but 5.2 does not, that is, if affected agencies have problems with the application but the Clearinghouse itself does not wish to review it, the policy board will not sign off on the SF424 until:

- (a) Interested agencies have had an opportunity to consult with the applicant. It is the obligation

of the Clearinghouse to arrange for such consultation and to attempt to resolve issues.

- (b) Interested agencies have had the opportunity to submit their comments on the application to the Clearinghouse. Because different applications develop over different time periods, and because it is usually in the applicant's interest to resolve as many issues as possible before the application is submitted to the Federal funding agency, there is no fixed period set aside for the completion of Step 6. Nevertheless, in that it is a guiding principle of the Clearinghouse that applications not be unduly delayed, the policy board will attempt to complete Step 6 before the applicant expects to submit the application to the Federal agency.

Step 7. On the completion of Step 6(a) and, if necessary, 6(b), the policy board will sign off on SF424 and forward any comments received from interested agencies to the applicant. These comments, and the applicant's response to them, must be considered and be forwarded to the Federal funding agency as part of the application.

3. CLEARINGHOUSE REVIEW

Step 8. Before the notification period expires (see Step 5) the Clearinghouse must decide whether or not to review the application. ABAG reviews applications when they are found to be of regional significance, based on regional policies and subject to available staff resources. Whether or not a project is regionally significant depends on whether implementation will affect (either positively or negatively)

ABAG policy as approved by Executive Board or the General Assembly. Executive Board indicates which projects are of local significance, and after this occurs (within 30 days) the A-95 process will then be complete, as under Step 5, or subject to the procedures of Step 6.

If an application is determined to be of regional significance, the Clearinghouse will notify the applicant that ABAG wishes to comment on the application.

(Note: In most cases, when both the Clearinghouse and affected agencies wish to comment on the application, Steps 6 and 7, and Steps 9-13 are undertaken concurrently.)

Step 9. ABAG, as Clearinghouse, may have up to thirty days in which to prepare its comments and recommendations. This additional 30-day period is taken after the application is completed (that is, when it's ready to be submitted to the Federal agency) and before it is forwarded to the Federal funding agency.

The applicant is to submit the full application; that is, with supporting materials including whatever documents of environmental impact assessment required by the Federal funding agency, to the Clearinghouse. This transmittal is to be made over the signature of the agency official authorized to submit the application to the Federal agency.

Step 10. Recommendations concerning the application are prepared by ABAG staff. They require the approval of the Executive Board or Work Program and Coordination Committee of ABAG. Staff recommendations are forwarded to the applicant and any affected agency which has commented on the application at the same time the

recommendations are forwarded to members of the Executive Board. Normally, recommendations accompany the Executive Board agenda and materials mailed 10 days prior to Board meetings, held regularly on the third Thursday of each month.

Step 11. Recommendations of staff are presented to the Executive Board for its approval. The applicant, and any interested party, may address the Executive Board concerning these recommendations.

Step 12. On the approval of the Executive Board, the recommendations are forwarded to the applicant together with SF424 signed by the Clearinghouse official.

Step 13. Clearinghouse comments, together with those of other affected agencies which have supplied comments to the Clearinghouse, and bearing the applicant's response to them, are forwarded as part of the application to the Federal funding agency.

APPENDIX B

PROCEDURES FOR REVIEW OF PROJECTS OF REGIONAL SIGNIFICANCE

Basic Provisions:

1. None of the following provisions or procedures is to apply to projects subject to the coverage of OMB Circular A-95 unless expressly so directed by the Executive Board.
2. The following procedures are effective January 1, 1975.
3. The Executive Board delegates to the Regional Planning Committee review of projects which involve potential conflicts or violations of the Regional Plan or its adopted elements.
4. The Executive Board authorizes the Regional Planning Committee to appoint a Review Panel of three or five of its members to determine whether or not a review of a project will be undertaken. The RPC may decide to review a project without convening a Review Panel. It is the purpose of the Panel's meeting process to provide a forum through which information concerning the project's areawide impact and consistency with regional goals and policies may be received.
5. The Executive Board retains final approval over decisions of the Review Panel and over recommendations of the Regional Planning Committee both with respect to its decisions to undertake a review and its recommendations resulting from the review of a project.
6. The Executive Board retains final approval over all review procedural questions.

7. The Executive Board retains final authority in determining what is and is not "of regional significance."

Procedures:

1. A project may be brought before the Regional Planning Committee for its review:
 - (a) at the request of a member general purpose unit of government;
 - (b) through referral by the Executive Board or by any standing committee of ABAG;
 - (c) by staff request.
2. The RPC, by majority vote, may elect to appoint a Review Panel of three or five of its members to determine whether or not a review should be undertaken. In the event the RPC does not elect to appoint a Review Panel, the Committee itself shall determine whether or not it will conduct a review of the project.
3. The Chairman of the Regional Planning Committee will appoint the Review Panel members and their replacements. At least a majority of the members of the Review Panel must be locally elected officials. None of the Review Panel members may be from jurisdictions potentially affected by the project.
4. Once the Review Panel has been appointed, it will establish the time, date, and location of the public meeting and allow twenty (20) days for notification of all affected parties.

5. On completion of the public meeting, the record will remain open for ten (10) days for receipt of written information.

6. On the completion of the meeting process, the Review Panel will determine whether or not a review of the proposal should be undertaken by the Regional Planning Committee. The Review Panel may recommend a review of the proposal if it finds:

(a) the proposal to be of regional significance; and

(b) that the proposal may be in conflict with the policies and objectives of the Regional Plan or its sub-elements.

7. Notification of the Review Panel's decision will be sent to all parties requesting it. A copy of the Review Panel report to the Executive Board will be mailed to:

(a) the jurisdiction in which the project is located;

(b) the jurisdiction or jurisdictions which requested the review if other than the jurisdiction in which the project is located;

(c) the primary sponsor of the project.

Notification and the forwarding of the Review Panel's report will be made at least ten (10) days prior to the date of the Executive Board meeting at which the report from the Review Panel will be received.

8. (a) The decision of the

Executive Board shall be to ratify or not to ratify the recommendation of the Review Panel. The Executive Board will base its decision on the Review Panel report and record, and will hear no new information. The Board may, however, consider appeals that the Review Panel's proceedings were improperly conducted, and it may direct the Review Panel to reopen the public meeting.

(b) As ratified by the Executive Board, the Review Panel's decision is binding on the RPC.

9. The Regional Planning Committee will direct the review of the project which ordinarily will be undertaken by ABAG staff. However, part or all of the recommendations may be prepared by staff of other agencies.

10. (a) All recommendations will be heard by the Regional Planning Committee and forwarded to the Executive Board for approval.

(b) All affected parties, these being parties requesting a notification of the Review Panel's decision, will receive copies of project review reports in the normal course of agency mailout to members of the RPC and Executive Board.

Comment: A-95 Reviews:

The Executive Board may find that an A-95 project substantially affects the implementation of regional

planning objectives and may direct the RPC to review it. Such a directive is binding on the RPC, and would not necessarily require action

by the Review Panel. However, the RPC may use the Review Panel as a means of receiving information from affected parties.

5. GOVERNMENTAL COORDINATION

5. INTERGOVERNMENTAL COORDINATION

MECHANISMS AND PROCEDURES

Because of the large number of agencies with single-purpose responsibilities in the Bay Area, ABAG uses a variety of formal and informal procedures and mechanisms to assure coordination between its comprehensive planning program and the functional programs of single-purpose agencies at Federal, State and regional levels.

I. Formal Agreements

The Memorandum of Agreement is the principal formal mechanism that ABAG uses to coordinate comprehensive and functional planning in the region. The basic provisions of these Memoranda, executed pursuant to OMB Circular A-95 (Part IV), include use of a common data base (ABAG's projections of population, land use, employment and housing) and common impact assessment criteria. ABAG has Memoranda of Agreement or other formal contractual arrangements with the following functional agencies:

Transportation

- o A Memorandum of Agreement with the Metropolitan Transportation Commission (MTC) and the California Department of Transportation (Caltrans). The three agencies coordinate land use and transportation planning in the region through a joint planning program and coordinated project review procedures. ABAG approves the Regional Transportation Plan of MTC as the Transportation element of the Regional Plan. Regional and local land use planning is coordinated with transportation planning in subregional planning

studies. These studies are conducted by a joint staff team, working closely with county, city and special district staff, under the guidance of a Joint Policy Committee of ABAG and MTC.

The Memorandum of Agreement has an appendix that identifies the respective responsibilities of ABAG and MTC in airport planning. The MTC/ABAG Regional Airport Planning Committee is supported by staff from both agencies. The Committee monitors, updates and refines the Regional Airport Plan, and studies and makes recommendations regarding airport development, policies and proposed legislation.

MTC's Seaport Planning Committee has representation from ABAG, BCDC, and the region's major ports.

- o An agreement among ABAG, Caltrans and the State Clearinghouse was executed in 1973, to coordinate state-regional procedures and policies for transportation planning.

Environmental Management

- o Under a Memorandum of Agreement among ABAG, MTC and the Bay Area Air Quality Management District (BAAQMD), the three agencies are jointly engaged in development and maintenance of the region's Air Quality Management Plan (AQMP). ABAG is also assisting the California Air Resources Board (ARB) to prepare the State Implementation Plan revisions for 1982. The ongoing inter-agency air quality planning program effectively

involves elected officials and public and special interest group representatives in planning and implementing air quality programs. Caltrans participates through the tripartite agreement mentioned under Transportation, above.

A formal joint technical staff (ABAG, MTC, BAAQMD and ARB) develops and revises transportation controls for the AQMP. A Technical Advisory Committee, with city and county representatives, and special interest group members, advises the joint technical staff.

- o Contractual arrangements with the State Water Resources Control Board (SWRCB) and the Regional Water Quality Control Board (RWQCB) provide for technical staff participation in ABAG's water quality management planning programs. The programs include surface runoff, municipal and industrial discharges and miscellaneous sources of pollution.

ABAG and San Francisco Bay Conservation and Development Commission (BCDC) executed an Agreement in 1977 regarding coordination of planning and management activities related to development of the San Francisco Bay shoreline.

ABAG and North Central Coastal Commission executed an Agreement in June 1974, regarding review of projects affecting these agencies. The Agreement is now inactive. A similar agreement was negotiated in October 1978, with the State Coastal Commission regarding review of Coastal Energy Impact Program proposals.

Human Resources

ABAG has executed Memoranda of Agreement with the four Health Systems Agencies (HSAs) in the Bay Area: East Bay (Alameda and Contra Costa Counties), North Bay (Napa, Solano and Sonoma Counties), West Bay (San Francisco, San Mateo and Marin Counties) and Santa Clara County (single-county). These Memoranda establish ongoing relationships for coordination in health planning, review of health programs and medical facilities, and in provision of technical assistance and social/demographic data in improving health care planning (September - December 1979).

ABAG has executed memoranda with the six Bay Area Regional Criminal Justice Planning Boards regarding coordination of planning activities (Renewed, February 1980).

II. Policy-Level Coordination occurs in the following ways:

1. ABAG appointees sit on the Metropolitan Transportation Commission (and on the Joint Policy Committee, the Regional Airport and Seaport Planning Committees), BCDC, the two Regional Coastal Commissions, and the Golden Gate National Recreation Area Board.
2. The Regional Delegates Forum, an ABAG standing committee, is composed of appointees in (1), above. The Forum provides interagency communication and coordination between ABAG and other regional agencies. It recommends policies and procedures to increase cooperation among the various agencies, thus improving the comprehensive planning process.

3. The Regional Water Quality Control Board appoints an advisory member to ABAG's Executive Board and Regional Planning Committee.
4. The Regional Planning Committee is responsible for annual review and amendment of the Regional Plan for the San Francisco Bay Area. It develops comprehensive planning policies and procedures for General Assembly and Executive Board approval. It reviews reports and plans prepared by Joint Policy Committees and Task Forces and makes recommendations to Executive Board for approval as Regional Plan amendments. Representation on Joint Committees and Task Forces ensures coordination of all ABAG programs during planning development. During 1978-79 the Regional Planning Committee was expanded to include the following special and public interest representation: Business, Economic Development, Environment, Housing, Labor, Minorities, Public Interest, Recreation/Open Space, and Special Districts.

From time to time special subcommittees of RPC are formed to assist in developing policy recommendations for particular Regional Plan objectives. Two such subcommittees are currently working on Economic Development policies and Flood Plain Management policies.

5. Task Force Committees and Technical Advisory Committees

Task Force committees, usually of limited duration, may be established to provide policy direction in specific subject

areas; e.g., a specific plan element, revisions, updates, or amendments; or policies and procedures relating to a specific element. Members may be elected or non-elected officials of member jurisdictions or citizens with special expertise, including minority and low-income citizens. Currently there is only one task force - Emergency Medical Services (EMS). This task force guides policy formulation in developing an integrated county and regional EMS system.

In addition, Technical Advisory Committees, with membership of technicians, professionals and/or citizens with special expertise, are assembled, as required, by ABAG's management staff.

III. Procedures

All of the regional planning procedures described in this chapter involve interagency coordination. The Regional Plan is the product of Projections, Impact Assessment and Evaluation, Citizen Participation and Plan Development and Amendment Procedures, applied in the various coordinating mechanisms described above. The comprehensive Regional Plan is a coordinated, integrated set of policies and actions for conservation and development of the region's environmental, physical, financial, economic and human resources. The policies and actions meet State and Federal mandates for functional planning and regulation.

The Plan is the foundation of ABAG's major procedure for coordination--the A-95 Plan and Project Review function. The Notification, Review

and Comment process, described in Section 4 of this chapter, facilitates coordination of planning, among local governments, between local and regional planning, between

regional comprehensive and functional planning, between areawide planning and Federal development projects, and between State and regional functional planning and local general plans.

6. CITIZEN PARTICIPATION

6. CITIZEN PARTICIPATION

The goal of ABAG's citizen participation programs is to plan with, not for, Bay Area residents. ABAG has the responsibility to both inform and involve citizens in its planning activities. These functions are an integral part of the continuing operation of the Association.

Citizen participation takes place in the following areas:

POLICY BOARDS AND COMMITTEES

- o Standing committees, task forces and advisory committees (e.g. Regional Planning Committee and the Citizens Advisory Committee on Water Quality) include members who represent special interest groups, minority and low-income persons, professional associations, and the general public.
- o Well-publicized open discussions and public hearings are held by bodies such as the Regional Planning Committee and Executive Board for all major issues being considered for approval by the Executive Board and General Assembly, including: projections and guidelines for their use; additions and amendments to the Regional Plan; recommendations of joint ABAG-MTC sub-regional planning studies; and recommendations arising from early reviews of major development proposals.
- o An Open Agenda item is a part of

every ABAG public meeting, to provide the opportunity for citizens to express their views.

PUBLIC AFFAIRS PROGRAMS

- o The Public Affairs Department's public information activities emphasize effective use of the news media and agency publications to ensure that citizen involvement in ABAG decision-making is timely and that ABAG activities and policies are communicated to a truly regional audience.
- o Planning and operation of meetings, workshops and conferences brings about the sharing of technical information among a wide variety of audiences.
- o ABAG policy makers and staff members help in spreading understanding of regional planning issues through speaking engagements and participation in seminars and conferences.
- o The Citizen Alliance Program encourages citizens to define problems and develop programs or projects which address their concerns. Projects such as publications and conferences are selected for financial and staff support by the Citizen Services Committee, composed of local elected officials.
- o Liaison with special interest organizations encourages cooperation in working toward solutions for problems of regional concern.

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